CHAPTER SIX

THE PREMIERSHIP OF A.G.OGILVIE

The Growing Significance of Education

1934 - 1939

THE BEGINNING OF A NEW ERA

Albert Ogilvie took office as Premier in June, 1934, when it was almost certain that the party in power would be successful. Tasmania was now receiving a regular annual grant from the Commonwealth Government, with some indication that the Grants Commission would assist the State to increase its services to a level approximately comparable with the level in other states. The regularity even more than the generosity of the grant was valuable. Tasmania henceforth could plan its activities without the fear that its income would be curtailed without warning. The new Government approached its task with confidence and most citizens, eager to believe that the Government's optimism was justified, welcomed the new regime.

Apart from Dr. J.F. Gaha, who was an "honorary minister", Ogilvie was the only member of Cabinet who had remained at school beyond the age of thirteen years. Most of the others had received their education in the "school of hard knocks". They were typical of their times in regarding secondary education as pre-vocational training, and typical of their party in regarding the University and the non-state schools with some suspicion as institutions of class privilege, and in believing that academic examinations were not an infallible indication of personal worthiness. However, the abilities of most ministers were not important. Albert Ogilvie took no ministerial portfolio, making it clear that he intended to exercise a close supervision of the direction of all

departments.[1] His ministers were given little responsibility - none less than his brother, Eric Ogilvie, who became Minister for Education.

Ogilvie had led his party to victory on a platform that gave prime emphasis to the development of the State through an ambitious programme of public works and industrialisation. He also promised to foster the tourist traffic and to give attention to health and education. An extensive building programme, which could be partly financed by the Grants Commission's disbursements, would give the State better schools and hospitals, and would also provide employment for a considerable number of Tasmanians. It was the latter reason that was emphasized in Ogilvie's campaign statements, but the assistance that would be given to education, even though indirect, was obvious.

The Nationalist Government reported a deficit of £47,885 for the 1933-34 year. This was the lowest deficit since 1929-30, but the curious accounting of the Government, which had transferred nearly £250,000 of current expenditure to suspense accounts, concealed the true position. In 1934-35 the deficit, according to the revised accounting procedures which Labour's Treasurer, E. Dwyer-Gray, had instituted, was £119,201 but Dwyer-Gray pointed out that previous procedures would have shown the result as a surplus of £42,000. The Grants Commission decided that Tasmania's grant in 1935-36 should be increased to £450,000, in addition to the usual per capita payment of about £250,000, and the "true" deficit for that year fell to £129,686. In the following year the grant was increased to £600,000, and

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1. Ogilvie was the first Tasmanian Premier who was not also responsible for a Department. As a result he received no ministerial allowance. To compensate him, all ministers were required by Ogilvie to pass on to him a proportion of their allowance.

Dwyer-Gray was able to claim what he described as "the first real surplus" in the history of the State, when income exceeded expenditure by nearly £45,000.

The 1936-37 financial year was Tasmania's brightest. Her real income per head of population fell by 28% from the comparative prosperity of 1927-28 to the depths of the depression in 1930-31, but by 1936-37 it was 13% higher than in 1927-28. Unemployment continued to fall. At the end of 1933 it was 23% of union members. A year later it was 18% and by 1937 it was 11%, about the same proportion as in the years from 1925 to 1928, when the State's economy was considered to be comparatively healthy.[2]

The Education Department received a generous proportion of the Government's increased income. In 1933, the last full year of Nationalist government, the expenditure of the Department was £218,061. In 1937 it was £361,636.[3] In the 1933-34 financial year only 7.9% of the State's consolidated revenue was devoted to education. In 1937-38 the proportion was 10.0%.[4] In 1933-34 the expenditure per head of population on education was £1. 2. 1. In 1937-38 it was £1.11.10, a far greater rate of increase than was apparent in the other Australian states.[5]

The teachers of the Education Department had always regarded the Labour Party as their champions and they remembered bitterly the restrictions which the Nationalists had imposed on education whenever they held office in the two previous decades. No group welcomed Ogilvie's election with more

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2. In 1936-37 the State's income was £3,488,000 of which £883,000 (more than 25% of the total) was received from the Commonwealth Government. The handicap created by the State's past expenditure was illustrated by the need to use £1,036,590 (or 30% of its expenditure) to pay interest on its previous borrowings and as contributions to a sinking fund.
3. See Appendix C5.
4. See Appendix C8.
5. See Appendix C1.

enthusiasm than the teachers, and Ogilvie did not disappoint them. The first decision of the Government, on the day after it had been sworn into office, was to abolish fees for High Schools and Junior Technical Schools. Ogilvie later claimed: "We abolished fees within twenty seconds of beginning our first Cabinet meeting." Its next decision[6] restored half the salary reductions which had been imposed on teachers and on the cleaners of schools, as from October, 1934.[7] In the same month, the Government restored the allowances for teachers in isolated areas, re-established the Department's dental services, and allocated £25,000 for the repair and maintenance of schools and teachers' residences. Annual salary increments were restored, as from the beginning of 1934, and an extra increment was granted from the beginning of 1935.[8] Within six months Ogilvie had fulfilled all his campaign promises relating to education. The irony that Lyons, by creating the Grants Commission, was thus strengthening the position of Ogilvie, now his bitter enemy, was overlooked. Although it was the Commonwealth Government that produced the money it was the State Government that spent it and earned the gratitude of the citizens.

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6. 25 Geo. V, No.34, 27 November, 1934.

7. The Government's intention was held up for two weeks by the Legislative Council, which amended a House of Assembly decision by reducing to a quarter the proportion of the previous reduction that was to be restored. The Council revised its vote after two weeks because of the necessitous circumstances of the poorer teachers, and strong criticism from all shades of political opinion. "There are certain members of the Legislative Council whose whole idea of public finance is summed up in the one law "Thou Shalt not Spend".(Mercury, 9 November, 1934.)

8. In August, 1934, even after partial restoration of the former salary provisions, most teachers were in an unenviable position. At this time the Australian basic wage was £182 per year but the average salary of Tasmania's primary and secondary teachers was £174.

By the end of 1935 the Department's medical and dental clinics were near full strength with two part-time medical officers, four nurses and six dental clinics,[9] but much of their work for several years was an attempt to regain the ground that had been lost when these services were abandoned four years earlier. Many children had suffered malnutrition when their parents were unemployed during the depression and unable to afford medical or dental attention. The children had suffered more at a time when their parents could afford medical care less.

From the beginning of October, 1936, full restoration of the salary rates which applied before the depression was granted[10] and most of the other economies imposed in the worst days of the depression were removed soon afterwards.

The activity that was most apparent to the public in the early days of the Ogilvie Government was the maintenance and repair of school buildings and the erection of new buildings. In 1933 only £9926 was spent on the purchase, maintenance and repair of buildings and the purchase of land. In 1934 £24,923 was spent for this purpose, in 1935 £53,579 and in 1936 £60,810.[11] In the first year of office of the Labour Government 38 new buildings were erected - a new school room, a residence for the teacher or an extension of an old school - and repair and maintenance work was carried out on 383 others. In the next year 230 more schools received attention. School play grounds were repaired and 38 acres of land controlled by the

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9. Expenditure on these services increased from £1012 in 1933 to £5982 in 1938, which was the last year in which they were administered by the Education Department. Thereafter the Department of Health controlled these services.

10. I Ed. VIII, No. 49, 26 November, 1936.

11. In addition, in 1935 and 1936 considerable maintenance work was carried out as unemployment relief and paid out of the vote for this purpose.

Railways Department in Launceston were made available for recreational purposes for students of the High School and Junior Technical School. The area was named Ogilvie Park. Previously an apparent increase in the regard in which the government held education had led to an increase in the rate of attendance of children, because some parents were influenced by the government's support for education to believe that it was worthwhile to send their children to school. On this occasion the average daily attendance fell, because the falling birth-rate of the 1920's[12] had a greater effect on attendance in the 1930's than the increased interest of the parents. Falling enrolments led to reduced class sizes, for which Ogilvie promptly claimed the credit!

The increased interest of the parents was reflected in other ways. Despite the improvement in the economy there was still considerable poverty throughout the 1930's. Mothers clubs heated and served milk or soup to needy children and parents assisted the Rotary Clubs of Hobart and Launceston, and the Salvation Army, to serve midday meals to children in the poorer areas of the two towns.

The associations of parents of High School pupils showed considerable interest in instructional matters. The Advisory Council of Hobart High School, which was formed in 1930, was particularly active. The school was the only state secondary school offering academic education in the capital city, and enjoyed considerable status and prestige as a result. In addition the need to restrict enrolment because of accommodation difficulties enabled the school to limit admission to pupils with considerable academic ability. Accordingly the examination results of the

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12. The birth-rate declined from 26.37 per thousand in 1920 to 21.66 in 1930. (C.Y.B., No.14, p.83 and No. 27, p.795).

pupils were usually very good, attracting strong public commendation.[13]

In addition, the President of the Council was C.R.Baker, an influential member of the Labour Party with ready access to Cabinet. Baker played a leading role in several educational developments of the 1930's, and was able to keep the policy of Hobart High School prominently before Cabinet. In turn, the Government took steps to inform the public of the consideration it gave to the views of the parents.

Occasionally the associations had been reprimanded, as in 1929 when Brooks commended the work of most of them and caustically classified the others as "askers only, not doers",[14] but Brooks persuaded many of them that they could give the greatest assistance to education by carrying out maintenance work in the schools and on the residences of the teachers. A far greater benefit was the closer contact between the schools and the citizens which these efforts created.

> "In a general way the people have come to realise that the school in each centre is <u>their</u> school rather than simply the State school. This sense of personal responsibility and co-operation with the Department has been one of the very pleasing effects of the depression". 15

<u>THE INFLUENCE OF H.T. PARKER AND C.E. FLETCHER</u>

Relieved of the most pressing of their financial burdens, stimulated by the Government's greater generosity and heartened by the increasing interest of the public in education, the teachers of the

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13. In 1933 seven of the fourteen places in the University prize list were gained by students of Hobart High School, which was displacing Launceston High School as the leading High School in Tasmania, and beginning to challenge The Hutchins School for academic supremacy.

14. <u>Rep. Dir.</u>, 1929,p.3.

15. <u>Rep. Dir.</u>, 1933, p.2.

Education Department turned their attention to problems of professional concern. Their leader was not Brooks, the Director of Education, but Parker[16] and Fletcher[17]. The former was retiring and unassuming. The latter was forthright and demanding. Both were so concerned to improve education in Tasmania that not even the depths of the depression were able to divert their attention from their aims.

Fletcher never wavered in his struggle to free the schools from the influence of the University and during the depression he was given support by a curious combination of allies.

At the 1929 conference of the federations of teachers in the various states, the Victorian and South Australian delegates voted in favour of a motion to abolish all external examinations. Although other delegates opposed the motion, which had been raised unexpectedly, or abstained from voting the chief reason for doing so was lack of direction from their state federations rather than any belief in the value of these examinations.

The non-state schools[18] maintained their support for Fletcher's campaign to reduce the influence of the University, but did not support him in his campaign against external examinations, believing that an objective and acceptable assessment of a child's ability could not be made by his own teahhers. For the first time these schools began to show concern at comparisons of the examination results of the pupils of High Schools and the Associated Public Schools, claiming that:"

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16. See Appendix A6.

17. See Appendix A5.

18. In 1930 the Association of Registered Secondary Schools changed its name to the Association of Public Schools, but this was a change in name only and not in policy. Their chief concerns continued to be the iniquities of the examination system and the allegedly improper conduct of the Education Department towards their schools.

> "the State High Schools with a narrow curriculum, with graded children, with a selective entrance examination and classes all at the same level can be more successful in 'examination passing' but not necessarily in education which is the real test."19

As the High Schools grew the rivalry between the two groups of schools increased, but this did not affect the desire of both parties to reduce the control of the University over the Intermediate and Leaving examinations. It was as though their disagreement with the University on this matter kept in check their disagreement with each other in other matters.

The Advisory Council - in reality, the Parents Association - of Hobart High School also gave Fletcher its support, although for different reasons. The Council feared that the emphasis on external examinations was causing serious physical and mental strain to adolescents, particularly girls, and complained that excessive homework accentuated the strain. The Association mounted a campaign toreduce or abolish homework, and strongly supported Fletcher's efforts to abolish external examinations, which they believed to be the cause of excessive study.

Thus Fletcher could rely on the support of the teachers, the associations of parents of High School children and, to a limited extent, the Association of Public Schools. He was also supported unreservedly by Parker.

During 1932 Parker and Fletcher were responsible for an alteration in the method of selection of applicants for places in the Education Department's secondary schools. On their recommendation, Brooks admitted eighteen children to secondary classes in Hobart at the beginning of 1933 because an "intelligence test" suggested that the children had sufficient ability to cope with secondary studies, even though their performance in the scholarship examination did not justify their admission.

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19. A.P.S., Vol.1 , p.72

At the end of 1932 Parker left Tasmania to spend a year abroad studying educational developments. Parker was the Tasmanian representative on the Australian Council for Educational Research,[20] which administered Carnegie Corporation funds in Australia. He was awarded a Carnegie grant which met his expenses for six months.[21] The Government was unable to give him any financial assistance and Parker, on leave without salary, paid his own expenses during the other six months of his absence. When he returned to Tasmania at the end of 1933 Brooks appointed him Psychologist and Supervisor of Research. Parker found that the experiment of admitting some children to secondary school, even though they had not qualified in scholarship examination, had succeeded. Sixteen of the eighteen children who had been admitted earned promotion at the end of 1933, and in 1934 the scheme was used as an additional aid in the selection procedure for all secondary schools. In 1935 an intelligence test became an integral part of the scholarship examination. The test was weighted to carry 150 marks in a maximum of 580 marks. The success of the experiment gave added weight to the opinions of those who argued that the regulations of the University governing the Intermediate and Leaving examinations, and admission to University courses, were not only harmful to the schools but perhaps not valid as an indication of readiness to commence tertiary studies.

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20. See Appendix D3.

21. Parker's award was not granted merely because of his connection with A.C.E.R. but because of his outstanding research in connection with education in the previous decade. Despite all the difficulties of the 1920's Parker had continued his work cheerfully and efficiently, and was very highly regarded in educational circles in mainland states.

Parker was responsible for the appointment of a permanent curriculum committee in 1933, but all members were occupied with their regular responsibilities and the committee rarely met. As a result Gollan Lewis[22] was appointed a full-time curriculum officer in 1936.

Parker's next move was to urge the creation of a school for particularly gifted children. There were in 1934 8,000 children in the fourteen primary schools in Hobart and its suburbs. Head teachers of these schools nominated 109 children of whom 34 were selected on the results of intelligence tests and class examinations, and on their teachers' opinions of their suitability, for enrolment in a new school, to be known as The Activity School.[23] These children were in Grades III, IV, V and VI in 1934, but in 1935 they were all taught together as an "un-graded" class. Frank Watts, who had had only two years teaching experience since completing his Teachers College course, was appointed head teacher and he was assisted by one Junior Teacher.

The Activity School was held in two rooms - a classroom and a workroom - of one of the primary schools in the centre of Hobart. There was an entrance to these rooms which made it possible for the school to be conducted as a separate unit. Whenever possible, however, the children were encouraged to participate in sports and other functions conducted by the main school.

The financial difficulties of the time made it impossible for the Education Department to provide material assistance to the school. Much of

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22. Lewis was the first Tasmanian Rhodes Scholar who had been educated at a High School.

23. See Appendix D4.

the equipment was purchased with funds subscribed by the parents of the children. However, Brooks gave unqualified support and encouragement to Parker and Watts in establishing the school and wrote, after the school had been in operation for a year:

> "The results achieved have demonstrated that this work is abundantly worthwhile.... The feature that impresses the visitor is the light in the eyes of this joyous group of children".24

The concept of a special school for children with particular talents was not uncommon, but this was the first school in Tasmania for children of a high level of ability, as distinct from children with particular interests, and the concept was not easily accepted by some of the senior officers of the Department. There were allegations that the talents of the children were being wasted and that their separation from their contemporaries during school hours prevented them joining any of the social activities of their suburb. There was also widespread concern that the children might regard themselves as a social as well as an intellectual elite, and regard other children as inferior to them in all ways. Watts left the Education Department at the end of 1935 and the school closed a year later. Once again educational development was inhibited by the loss of a skilled teacher.

Although Fletcher was the chief protagonist of changes in the examination system, Parker gave him unstinted support, particularly after his return from U.S.A., where he had envied the freedom of the schools from external controls.

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24. G.V.Brooks, in a foreward to the report of Watts in 1936 to A.C.E.R., The Education of Gifted Children.

In 1932 Fletcher again attempted[25] to have the University's regulations governing the Intermediate certificate relaxed. English and Arithmetic had to be included in the five subjects which were passed in order to gain the certificate, but Fletcher submitted that any five subjects should be accepted. The University Council was willing to approve the proposal but it was rejected by the Senate.

At the Speech Night of Hobart High School in April, 1933, Brooks criticised the influence of the University, stating: "We have nearly reached a stage where we will have to take over the exams themselves". He advocated that the Department should "demand in no uncertain manner" that changes were made. His remarks were received with applause by the audience.[26] At the next meeting of the University Council, of which he was a member, Brooks was informed strongly that his criticism was unjustified. Brooks then withdrew his criticism, explaining: "I have no fault to find with the type of examinations at all".[27] It is not surprising that Fletcher regarded Brooks as an unreliable ally, but the Director's support was valuable. His enthusiasm, his frequent appearances at functions of educational interest, his sincere concern for the welfare of the children (which was far more important to him than the academic implications of an examination system) and his status as Director, all gave his support for Fletcher great weight.

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25. Fletcher became Senior Inspector of the Department in 1931 and his increased status gave added weight to his opinions.

26. Frequent reference to the ill effects of the University's regulations in the preceding years had convinced many parents that the Department was correct in its attitude.

27. Mercury, 22 April, 1933.

Parker's assistance was just as valuable, even if he was more restrained than Brooks. While the Director helped to rouse the support of the public by his enthusiasm Parker roused the support of the educators and the politicians by his logic. Parker calculated that of every 100 children who entered a primary school in Tasmania only 22 entered a secondary school, only sixteen of these 22 remained to the end of the Intermediate course, only six of the sixteen commenced the Leaving course, only four of the six completed the Leaving course and only two of these four gained the Leaving certificate and were eligible to enter the University.[28] Yet for these two children the others had to study courses designed to prepare them for University controlled and University oriented examinations.

Fletcher was stimulated to further action by a decision of the Professorial Board in 1933 to alter the conditions of the award of the Intermediate certificate by further specifying the subjects required, and by so doing increasing the difficulty of gaining it. At Fletcher's suggestion the Education Department nominated five representatives, including himself, to meet the principals of the Public Schools to discuss possible courses of action.

After the meeting a delegation representing both groups of schools requested the University Council to review the decision of the Professorial Board. The Council refused to do so, but representatives of the schools continued to meet regularly to seek some means of reducing the influence of the University. Their discussions stimulated

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28. T.S.A., Ed. Dept. files, 1934.

public controversy which was increased by the unusual co-operation of the two groups of schools. In December, 1934, Eric Ogilvie established a Board of Enquiry[29] to examine the effect of the University on school courses, and to recommend whether there should be "a modified form of examination determined not by University requirements but by consideration as to the life upon which the child will enter on leaving school".[30]

The Board met regularly in the twelve months after its establishment. All members contributed to the discussions with some difference of emphasis but with very little difference of opinion. Even a resolution proposed by Parker:

> "The determination of courses of study, in respect both to the subjects to be included and the standards to be obtained in those subjects, is the function of the school authorities",

was accepted by a majority of 12 - 4,[31] even though the proposal was in drastic contrast with the existing state of affairs. Parker, Fletcher and H.V.Biggins, the Headmaster of Hobart High School, were the chairman of sub-committees set up to investigate various aspects of the problem, and they were the most active members of the Board.

The teachers and the public regarded Parker and Fletcher,

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29. The Board included 23 men and two women representing the Education Department's inspectorial and teaching staff, the Council and staff of of the Hobart Technical College, the University Council, the Associated Public Schools, a representative of the Hobart High School Advisory Council, and two nominees of the Government. The Chairman was the Director of Education.

30. Minutes of Board, p. 3a. The minutes are held by the Education Department.

31. Minutes of the Board of Enquiry, p.13 b.

particularly the latter, not Brooks and Eric Ogilvie, the Minister, as the Department's chief spokesmen on most educational matters. Eric Ogilvie's role was limited to a few aspects of education. He endorsed a suggestion by the Teachers Federation and the Hobart High School Advisory Council to abolish homework.[32] He urged the Federation to give less attention to the "meanderings of royalty" and to emphasize to the children that they were Tasmanians who had to "fight against the mainland". He suggested also that a "Tasmanian National Anthem" should be sung in the schools.[33] Neither Albert Ogilvie nor Fletcher held Eric Ogilvie or Brooks in high esteem, and the Minister and Director were not asked to play a leading role in the great issues of the period.[34]

THE AREA SCHOOLS

In the midst of the controversy about examinations Brooks received a Carnegie Corporation grant[35] and left Tasmania to spend six months

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32. In 1934 homework was abolished for children in all grades up to Grade V and public undertakings were given that no children in any grade would be required to do work at home if the parents objected to this.

33. Mercury, 5 September, 1934.

34. Eric did not marry until 1936, when he was 44, and during the first part of his Ministry he lived in Albert's home. There were unkind jokes in Hobart at the time that Eric was not given his dinner until he had satisfied Albert that he had carried out his duties properly during the day! Eric was not renowned for his intellectual ability and sometimes was not even consulted on policy matters by Albert, who also by-passed Brooks to deal directly with senior officers of the Department.

35. In 1933, W.L. Grace, the Vice-Principal of the Teachers College, suggested to K.S. Cunningham, the Director of A.C.E.R. (See Appendix D3), that the award of a Carnegie Corporation grant to Brooks would be the best way for A.C.E.R. to assist education in Tasmania. Grace had accepted some of Parker's responsibilities while Parker was overseas. Grace was therefore in regular contact with A.C.E.R. Brooks was offered a grant of $US 2000, then equivalent to £A400, at the end of 1934.

observing educational practices in the United States. Brooks sought further financial assistance from the State Government but this was refused. He applied to take long-service leave and so persuaded Cabinet that he should be temporarily released from his duties. The Government then granted him £200 to enable him to visit England on his way back to Tasmania.[36] He left Tasmania in February, 1935, and reached Los Angeles at the end of March. He remained in U.S.A. for four months and spent two months in England before returning to Tasmania.

Although the Carnegie grant was intended to enable him to study American practices, which impressed him considerably, it was Brooks's observation of English area schools that had the most profound effect on education in Tasmania. Soon after he arrived in England he was taken to see area schools at Ipswich, Reydon and Wickham Market in East Suffolk.[37] He later spent several days at Salisbury in Wiltshire and visited several area schools in the neighboring country-side. Brooks returned to Tasmania in September, and immediately advocated the establishment of area schools similar to those he had seen in East Suffolk.

Two years earlier it is unlikely that Parliament would have been able to afford any extension of educational facilities, and quite possible that it would not have considered any extension to be necessary. However,

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36. The Government appears to have placed little importance on Brooks's educational investigations. When he was in England in July an urgent request was sent to him that he interrupt his study of education in England to investigate methods of electrical heating of schools which members of the Tasmanian Government had heard was being undertaken in Holland.

37. These schools were established by the Cambridgeshire County Council in response to the Hadow Report which recommended, inter alia, that post-primary children in rural areas should attend a central regional school serving a group of villages and acting not only as a school but as a rural community centre. Each village continued to educate its own primary scholars.

times were changing. In the early post-depression years many adolescent children were competing for a limited number of employment opportunities. Employers were able to demand the Intermediate certificate as a basic qualification for appointment. As a result most country children were unable to gain employment, because there were no secondary schools in country districts to prepare them for the Intermediate examination. At this time, 48% of Tasmania's population lived in rural areas and 27% of the permanently employed males were engaged in agriculture.[38] In both cases these proportions were greater than in any other state and yet the only post-primary schools were in the capital city and the four largest provincial towns. Because of concern for the needs of these children and to arrest the drift to the larger towns that was threatening economic stability in country districts, and even more with an eye to the political consequences of failure to tackle the situation, the Government was ready to extend post-primary education to rural areas. In addition, the establishment of the Commonwealth Grants Commission in 1933 increased the State's financial resources and so enabled the Government to improve its educational facilities.

Approval to establish two schools was given by Parliament in November, 1935, and Ogilvie announced in December that the schools at Sheffield and Hagley would be converted to area schools in the following year.[39] Ogilvie was not confident that the decision was justified. He

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38. The Tasmanian Area School, Ed. P. Hughes and H.T. Parker, Hobart, 1942, p.40.

39. The Legislative Council gave strong support to the Government's proposal, expressing approval of any attempt to arrest the drift of population away from the rural areas, and suggesting that area schools would assist the State much more than High Schools.

publicly emphasized that the scheme was experimental and that its continuation depended on the success of the first year's activities, and he privately advised Brooks that he would be held responsible if the scheme failed.[40]

Most Tasmanians give Brooks sole credit for establishing area schools and believe that the concept was first revealed to him during his observation of such schools in England. Brooks certainly allowed this impression to be held. He wrote: "As a result of my own visit to England in 1935... the first two area schools in Australia were established".[41] In The Tasmanian Area School Brooks wrote: "After my visit abroad in 1935... Area Schools were established in Tasmania",[42] and in the same publication the editors commended Brooks, stating: "It was due to ideas gained duringhis tour that the problem (of providing secondary education for rural children) was attacked, the establishment of the area school system being a direct result".[43]

There is no doubt however that Brooks is not entitled to sole credit, and perhaps not even to the major share of the credit, for establishing area schools. There were frequent references to the need for such schools in earlier stages of the development of education in Tasmania, and on several occasions detailed plans had been set forth.[44] Brooks's own childhood in a country village in South Australia and the difficulty he himself had

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40. Two men who were inspectors at the time have told the author that both Ogilvie and Brooks told them that this was so.

41. Rep. Dir., 1940, p.4

42. The Tasmanian Area School, Op.cit., Preface.

43. Op.cit., p.4.

44. See Appendix D5.

experienced in gaining an education were an influential factor in his strong and genuine concern to provide a suitable education for country children in Tasmania. This influence however was strengthened by the proposals that had been made in the previous two decades and to suggest that Brooks proposed the concept as a result of his overseas visit in 1935 is to ignore historical fact.[45]

The initial planning was both audacious and wise. Hagley was a village of 200 inhabitants, and Sheffield a town of 750 people. Both schools were in the centre of prosperous districts, and thus it was not likely that parents would withdraw their children from school at an early age to act as unpaid farm labourers. The basis of agriculture in these districts was the small farm worked by its owner, who therefore had a close and direct interest in the district. These men would gain considerable benefit by any improvement in farming methods, and would certainly support any educational advance which was likely to cause such an improvement. It was also an important consideration that the children of the district were the sons of farm owners. There was no labouring class which might move from district to district and no likelihood therefore that the children would drift away to another district. Instruction at school would have a direct and immediate application in the work of the farm, and would therefore be more likely to win the support of the district for the new educational venture.

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45. Brooks may have appreciated the concept of area schools which others had put before him but believed, until he saw such a scheme in England, that it would be impossible to translate the concept into practical reality. More likely alternatives are that he would have attempted to establish area schoolsmuch earlier than 1936 if he had believed that the governments of the period were likely to support such a scheme, or if he had seen more clearly the value of these schools.

These schools were both located in the inspectorate of P.Hughes, one of the strongest of the Department's inspectors and the one most likely to support and encourage the new type of schools. Brooks and Hughes chose two of the most vigorous of the younger teachers in the Department, W.J.C. Blake and J.S. Maslin, to become head teachers of the area schools. They were given considerable freedom in planning and developing their schools, and each developed its own distinctive pattern as a result.

At Sheffield the children travelled from their homes to school in the same way as Brooks had noticed in England. The children were given bicycles, capes and sou'wester hats, and expected to ride to the area school each day.[46] However, the difficulty of riding a bicycle on rough Tasmanian roads in hilly country in winter while wearing a rain cape and carrying a school-bag was a more difficult task than the children of Suffolk faced on reasonable roads across the flat lands of eastern England, and bus travel was soon provided. In this district most of the small schools in outlying regions were kept open for younger children and only the senior boys and girls travelled to the area school. At Hagley, however, the small schools were closed and all the children transported by bus to the area school.[47] This became common practice as new area schools were opened.

Public support for area schools was immediate. Three more schools

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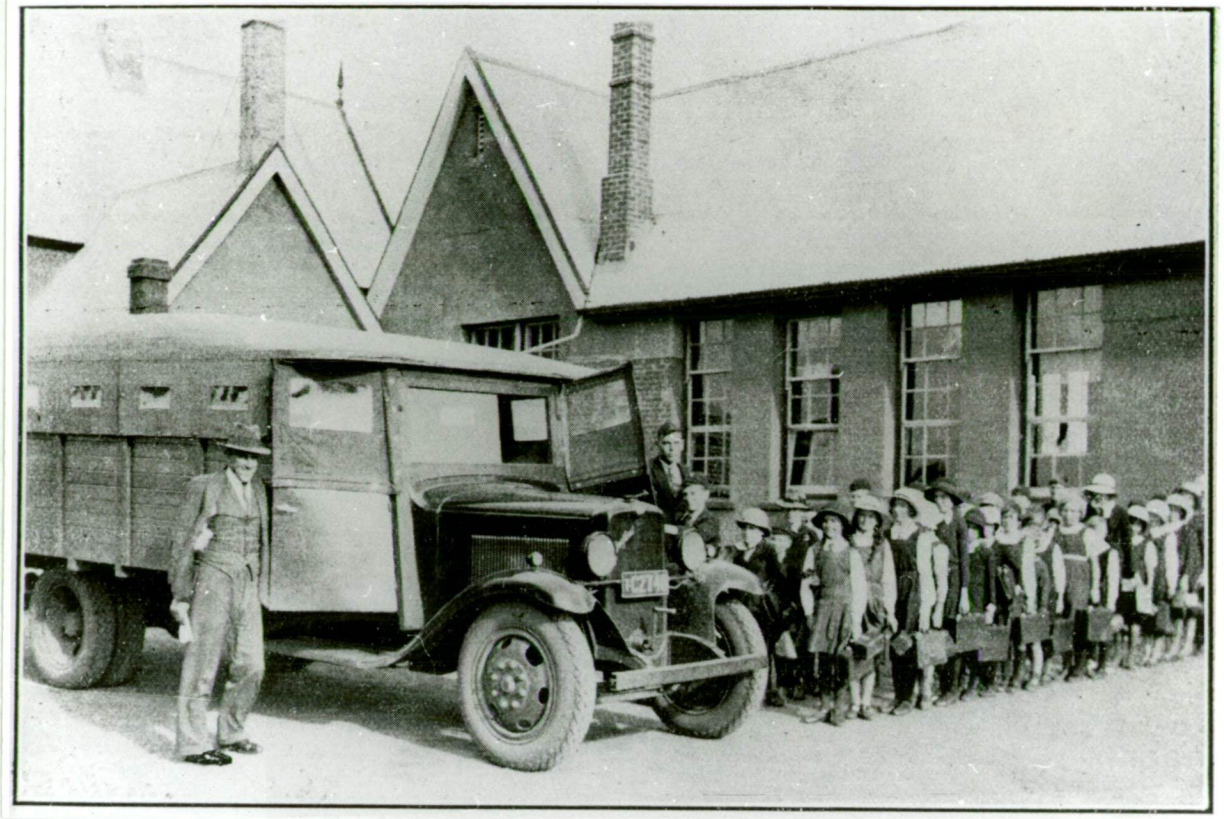
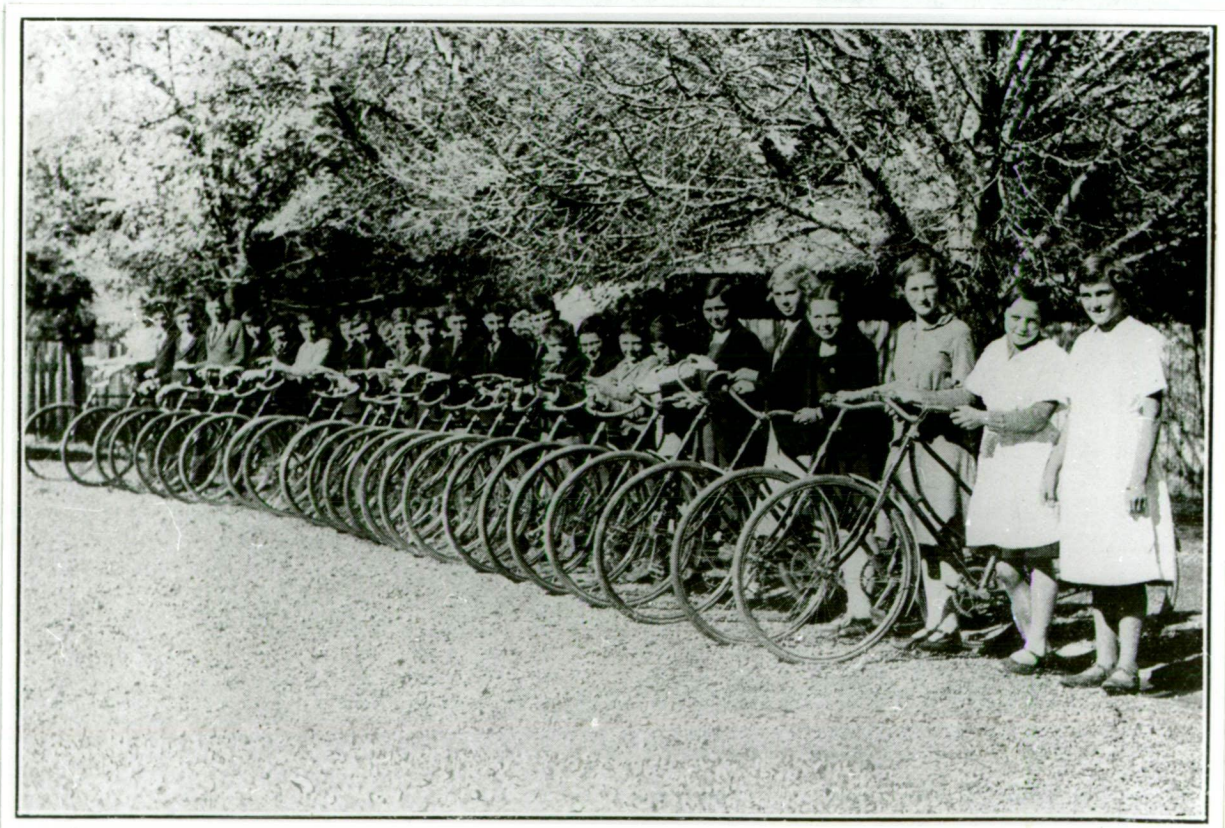
46. The bicycles and capes cost about £6 and were expected to last for four years. The cost of £1.10. 0 per year was less than the cost of transporting the child by bus. If a child owned his own bicycle he was paid £1.10.0 per year to use it. The total cost to the Government for bicycles was £400.

47. Shelters were created by parents at various points along the bus routes which varied in length from three to thirty miles.



TRANSPORT FACILITIES AT THE AREA SCHOOLS

Hagley (above) and Sheffield (below)



began in 1937,[48] and two more in 1938. In order to reduce the cost of building the new schools some of the old schools which had served outlying districts were transported to the area school and re-erected for use there. However, this policy was not widely followed because the schools in the more remote districts were also community centres for dances, church services, club meetings, etc., and the districts objected to the removal of buildings that had such widespread use.

It is doubtful whether anyone realised the eventual significance of these schools when they were established. They were really primary schools with post-primary classes giving special attention to the vocational needs and interests of the district in which they were situated. There was no contemporary suggestion that any educational philosophy was relevant to their establishment. Brooks replied to a query from the A.C.E.R. in June, 1936, that "in some ways they will take the form of higher tops to existing schools".[49] In March, 1937, the Department's Curriculum Officer described area schools as "rural central schools".[50] C.E. Fletcher advised W.J.Adey, the Director of Education in South Australia, that in the area schools "the primary school instruction is extended to Grade IX" for children who did not intend to enter a High School. In 1937 Brooks reported that the costs were "not nearly so high as the cost of any other form of extended education".[51]

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48. Once again, political considerations influenced educational decisions. The three schools which were established in 1937 were in the three rural electorates not served by the schools at Sheffield and Hagley. From this date each electorate had at least one area school.

49. T.S.A., Ed. Dept. files, 1936.

50. T.S.A., Ed. Dept. Files, 1937.

51. Rep. Dir., 1937, p.3.

Almost the only expressed aim of the area schools was to provide vocational training appropriate to the district without great expense to the State.

The curriculum of the post-primary classes included some subjects that were taught in all schools throughout the State. However, about 30% of the work in the first year of the course was practical instruction in agriculture and allied topics, with particular reference to the local industries. This proportion increased to about 60% in the second year. For the boys there was instruction in woodwork, which was compulsory, and several subjects of elementary mechanics, blacksmithing, concreting, woodwork, saddlery, tinsmithing and farm practice. Instruction was confined to simple practical skills that could be utilised on the local farms. One serious difficulty was a shortage of competent tradesmen to demonstrate their skill to the boys in the schools.[52] Instruction was also given in elementary commerce, "Farm book-keeping and commercial principles".[53]

Cookery was compulsory for girls; laundry work, needlework, physiology and housewifery were taught in most schools. These subjects were intended to develop a "practical and constructive ability"[54] that would be useful in the home and on the farm.

Canteens conducted by the cookery classes were soon included in most area schools, particularly for the benefit of children who had long distances to travel before and after school hours. Some canteens supplied

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52. At first the tradesmen feared that competence by the future residents would deprive them of their livelihood, but they soon found that some instruction in practical skills made the boys aware of the value of proper maintenance and increased the likelihood that they would seek the services of skilled craftsmen to repair equipment they would previously have discarded.

53. The Tasmanian Area School, Op.cit., p.25.

54. Op. cit., p.24.

hot mid-day meals and all of them provided hot milk, soup or cocoa for the children. The usual charge was 3d. per week for a daily cup of hot drink, and 1d. per day for a hot mid-day meal.

In 1935 Gordon Cunningham, who had played a prominent role in stimulating agricultural instruction in Tasmanian primary schools, returned to Tasmania after completing his diploma course at Hawkesbury Agricultural College. Cunningham was then appointed Supervisor of Agriculture in the Education Department, and given the responsibility of assisting the area school head teachers with the planning of courses.[55]

The new schools were a little more liberally staffed than the primary schools.[56] They were allowed one more junior teacher than other schools of the same size, and a caretaker. Each was permitted to engage two trades instructors.

One of the greatest difficulties in the early stages was to provide all pupils, regardless of their standard in the primary grades, with post-primary work in the practical subjects. The secondary syllabus was originally planned to cover two years after the primary course was completed. However, some children were late in starting school and others had been forced to repeat one or more years of their primary education because of slow progress. Neither the late starters nor the slow learners were ready to enter

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55. However, friction often developed whenthe District Agricultural Officers, who were members of the Department of Agriculture, gave certain advice to the farmers and the Supervisor of Agriculture, who was a member of the Education Department, gave conflicting advice to the farmers' sons at the area schools. Eventually all assistants were appointed by the Department of Agriculture.

56. The closure of the one-teacher schools with consequent staffing economies allowed this to be done without increasing the total number of teachers employed by the Department.

secondary classes at the age of twelve, but most children left school as soon as the law allowed, i.e., at the age of fourteen. In order to give these children an area school education they were permitted to embark on the practical courses in the secondary section of the school, while remaining in their own primary grades for academic work.[57] Thus maturity-grading or age-grading replaced achievement-level as the basis of qualification for promotion, not because the principle was believed valid but merely as an incidental result of the establishment of area schools.

Children who satisfactorily completed the two-years course were granted an Area School certificate. There were no prescribed examinations, and the certificates were awarded on the recommendation of the head teacher and the local inspector.

Of far greater benefit to the children than the award of a certificate was the effect on their social attitudes. In the small schools in outlying districts there were sometimes only one or two children in each class, and the lack of companionship and opportunity for social contact for these children was one of the greatest disadvantages of these schools. The consolidation of educational facilities allowed the children attending the area school to know all the other children in the district. "The social and psychological reactions on pupils have been of a marked and noteworthy nature."[58] In addition, after ten years, all the parents in the district served by the school became a compact social unit. Community interests were aroused and co-operative activities within the district were fostered.

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57. There was almost no change in the syllabuses of the primary courses studied by children who later followed area school courses. The older children whose ability in class-room studies was still at primary level therefore missed some primary classes when they attended post-primary practical work.

58. The Tasmanian Area School, Op.cit., Preface.

Schools exhibited at the local agricultural shows, and the school at Sheffield took the initiative and sponsored and organised the district show. Public acceptance of the schools was hastened by such activities, and this in turn strengthened the community spirit of the district.

An Advisory Council of parents and leading citizens in each district was set up to consider the needs of the district, and the planning of new schools was based on the Council's recommendations. The intention was that the people of the district, "through the agency of School Advisory Councils, and in collaboration with the education officer",[59] should determine "the instruction suited to its district" when planning the curriculum, so that each Council could develop "its school along its own lines".[60] The Councils were elected by parents, two or three from the local centre and one from each of the outlying areas. The Education Department had the right to appoint one member, and usually nominated the head teacher, who acted as secretary of the Council.

However, the Department's hopes for non-professional participation in policy-making were not realised. The Council tended to leave the head teacher to formulate policy, as though this was a field into which it should not venture, and within a few years of the formation of the area schools two senior officers of the Education Department wrote:

> "The council acts in an advisory capacity only. Members are asked for advice and assistance on such matters as transport problems, etc., while suggestions for suitable district experiments in agriculture, ground improvements, and practical activities

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59. In 1939, the title of Inspector was changed to Education Officer at the suggestion of I.L. Kandel, Professor of Education at Columbia University, New York, who had visited Tasmania in 1938.

60. The Tasmanian Area School, Op. cit., Preface.

generally are often invaluable."[61]

The creation of area schools in Tasmania had widespread effects. The schools satisfied an educational need, providing secondary education in rural areas for the first time and, moreover, providing a vocational education that was directly appropriate to the needs of the district and therefore more acceptable to its residents. Their creation also served political purposes. As soon as it was apparent that the experiment would succeed Ogilvie forgot his earlier reservations and advertised the schools as an indication of his Government's concern for the social welfare of the people. The increased support for the Labour Party in rural areas in the 1937 election was mainly due to the creation of area schools. In turn, the morale of the people was increased by the success of an experiment in which Tasmania had provided an example for the other Australian states. Tasmanians were so accustomed to lagging behind the rest of Australia that their success in this sphere was even more welcome than it would otherwise have been. In addition, the fact that it was an educational venture in which the State had succeeded focussed the attention of the people on education, and led them to support other government activities in this sphere.

The credit given to Brooks for the creation of area schools often overlooks the suggestions of others in the previous twenty years, but his enthusiasm was a significant factor.[62] The establishment of the schools in

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61. The Tasmanian Area School, Op. cit., p.33

62. The endorsement of his proposals by overseas observation, most unusual and therefore more impressive in Tasmania at that time, was also relevant.

1936 was primarily due to Brooks; their acceptance and extension in later years were due to the political and social advantages which resulted from their creation.

"THE PUBLIC SCHOOL SYSTEM MUST GO OUT"

Almost since the High Schools were established in 1913 the Education Department, led by Fletcher and supported by the "Public Schools", had sought to reduce the influence on the syllabuses of the secondary schools which was exerted by the University's examination prescriptions. The most popular remedy was that proposed by Fletcher and endorsed by the annual Conference of Inspectors and the Teachers Federation, viz., to abolish the Intermediate (third-year) examination and to reduce the Leaving examination course of study from five to four years, leaving the University with influence only in the fifth year which was to lead to matriculation. This view was not endorsed by the Public Schools whose representatives believed that an objective examination of ability was necessary earlier than the end of the fourth year of secondary education.[63]

Brooks was Chairman of the Board of Enquiry established by the Minister for Education[64] in 1934 to investigate the possible reform of the system of examinations. He was overseas during most of 1935 and had not expressed any opinion on the various proposals discussed by the Board before he left Tasmania. However, his first public engagement after he

63. The view was supported to a limited extent by Dr. G.H.Hogg, who was closely connected with Launceston Church Grammar School and who had been honorary medical officer in Launceston for the Education Department for nearly 30 years. Dr. Hogg addressed the annual conference of the Teachers Federation in 1936 and advised that children younger than fourteen years of age should not be subject to examination by anyone except their own teachers.

64. See above p.262.

returned to Tasmania was an address to the Women's Non-Party League, and at this meeting he advocated not the reform but the complete abolition of examinations. He expressed strong approval of American practices and hoped that Tasmania would follow suit.

Even this drastic suggestion aroused little opposition. E.E.Unwin, the most influential Public Schools spokesman, expressed the hope that Brooks would "initiate experiments in the schools under his control"[65] and added, "I am with Mr. Brooks". Apart from some reservation expressed by J.R. Harris, of The Hutchins School, other Public School principals supported Brooks. The proposal, however, caught the Minister for Education by surprise. He explained that he had not had an opportunity to confer with his advisers and that the proposal "required very full and careful consideration".

The Board of Enquiry continued to meet. There was substantial agreement that the influence of the University should be decreased, and the meeting of 7 August, 1936, agreed unanimously that

> "this Board is of the opinion that in lieu of the control by the University it is desirable that a Board consisting of representatives of non-State schools and State schools should be formed to exercise a general supervision over secondary education".[66]

Fletcher had received a Carnegie Grant in 1935 and he spent the first seven months of 1936 in the United States and Canada. At the meeting on 7 August he resumed his place on the Board, and reported on his observation of educational trends in America.

Fletcher's experience of accreditation in American schools and their distaste for externally controlled examinations strengthened the views

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65. Mercury, 9 November, 1935.

66. Minutes of the Board of Enquiry, p.23 B.

which he had held and he threw himself vigorously into the attempt to alter the situation. On 7 November Brooks and Fletcher attended a meeting of the principals of the Associated Public Schools to discuss the resolution, which the Board of Enquiry had accepted on 7 August, that secondary education should be controlled by a board representing the Education Department and the Associated Public Schools. Brooks re-iterated the concern of the Department to free education from the domination of the University. Fletcher expressed the hope that consideration would be given to an accreditation scheme, in which each school could issue its own certificate, in place of externally controlled examinations.

When the A.P.S. principals met again they discussed the possible representation of the A.P.S. on the proposed board. They feared that their independence and the individual character of their schools would suffer if certain aspects of education were controlled by a board, particularly if the board was dominated by members of the Education Department. Accordingly the A.P.S. advised Brooks, writing to him in his capacity of chairman of the Board of Enquiry, that they were willing to consider the establishment of a board to control secondary education, but that they required further details of the constitution of the board before they could express their approval.

There were no further developments for eight months. Albert Ogilvie was overseas and Cabinet did not consider any departure from previous practice in their leader's absence. In addition, the new area schools were occupying the attention of many senior officers of the Education Department.

On 16 August, 1937, the calm was broken. Ogilvie, returning home, was interviewed at Launceston airport, and said that

> "experts on education all over the world were advocating the abolition of external examinations...(which) were detrimental and unfair... I definitely intend to ask my colleagues... if it would not be possible to abolish external examinations." 67

Those who knew Ogilvie, including his colleagues, were aware that when he asked their opinion they were expected to endorse his own views. In effect, he had stated the policy of the Government.

The re-action to Ogilvie's statement was cautious but not critical. He had given no indication of the methods by which he hoped to accomplish his aim or the alternative he proposed, and he had not mentioned the formation of any board or other authority to control or influence the work of the schools. Unwin expressed the view of most of his A.P.S. colleagues concerning examinations when he stated that he "could not conceive of their abolition without some other method of deciding a standard for entry into professions". He desired reform of the examination system but not its replacement by an accrediting procedure.

The Premier advised the University of his intention to abolish the Intermediate examination. Professor E. Morris Miller, the Vice-Chancellor, replied that the University had no objection, but expressed doubt that "poorly-trained teachers" could conduct an accreditation scheme. The teachers, however, had no reservations. Ogilvie's intention was strongly supported by the Teachers Federation, which met on 4 - 5 September. After Eric Ogilvie acted as host to officers of the Federation during an excursion on the River Derwent, the retiring President, A.G.Benjamin, reported to his members that he hoped a plan to introduce the changes

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67. Mercury, 17 August, 1937.

would be evolved by the end of the year, adding that "great progress had been made on the boat....towards the solution of the problems."[68]

Brooks wrote to the A.P.S. to advise the principals that the Premier wished to meet them on 27 September "with a view to the consideration of the proposed abolition of the Intermediate Examination", and to give him a chance to "explain proposals to them".[69] The principals met on 23 September to prepare their views. Very little information concerning the Premier's intention was available, and the principals were anxious that the problem should therefore not be decided hastily. When this view was put to the Premier, he thumped his desk vigorously, told the meeting not to waste his time, and concluded: "The Intermediate is gone". (sic) The only way in which the principals could be useful, said Ogilvie, was to help him to arrive at the best alternative. The principals replied that they could not be expected to give consent to any scheme until detailed proposals were available for consideration.

Ogilvie's plans were developing too quickly for the A.P.S. principals, and some began to fear that his failure to consult them was deliberate. Even Unwin, normally courteous and considerate of the feelings of others, when addressing a meeting of former scholars of The Friends School on 2 October, warned them that "the private schools are in for a bad time at the hands of.... our ruling autocrat."[70] Ogilvie's reply was that

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68. Mercury, 6 September, 1937.

69. Many of the details mentioned in the following pages are reported in the minute books of the Associated Public Schools. These books include actual letters received by the A.P.S., carbon copies of letters sent by them, and detailed reports from the secretary of the A.P.S. to members to keep them informed of proceedings between meetings. References given are to the appropriate pages in the three volumes of minutes covering this period.

70. Mercury, 4 October, 1937.

E.E. Unwin (left) and A.G. Ogilvie (right)

THE OPPOSING LEADERS

Unwin was in no position to comment on examinations as only one of the 75 successful candidates in the previous year's Leaving examination was a Friends School candidate.

Unexpectedly, C.R. Baker, a strong Labour supporter and secretary of the Hobart High School Advisory Council, advised the Premier that his Council believed the Intermediate examination should be retained. "We have had a severe fight to get a fair go for our children against the handicap of social prestige and pull," he told Ogilvie,[71] explaining that it was only by an objective test of ability that High School students could demonstrate their worthiness to employers who otherwise tended to offer positions to students from the Public Schools. Ogilvie assured Baker, however, that steps would be taken to safeguard the employment opportunities of the High School students.

On 6 October, Fletcher and W.V. Wright, the Secretary for Education - in effect, the Deputy Director - met the Premier and after this meeting Fletcher wrote to Brooks, his Director: "Any proposals you suggest as a substitute for the Intermediate examination, which is to be abolished, must be worked out".[72] There was no doubt who was directing the Department's activities in the secondary sphere.

On 15 October, at the request of the Premier, Brooks called together a committee of ten, with himself as chairman, four other senior members of the Education Department, four representatives of the

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71. T.S.A. Ed. Dept. files, 1937.

72. T.S.A., File 0527, 1937.

Associated Public Schools and C.R. Baker.[73] Brooks submitted to the meeting a proposal that had often been advocated by Fletcher. This was that a Schools Board should be established with authority to introduce and control a four-years course of study which should be general and not designed as preparation for a University - oriented examination. Brooks suggested that successful completion of such a course should be recognised by the award of a Leaving certificate by the Board, and that only the fifth year, leading to matriculation, should be controlled by the University.

This proposal was neither unexpected nor disturbing but Brooks also advocated that the Leaving certificate should be awarded to pupils who were accredited by schools on the results of internally-conducted examinations. In order to ensure that the schools maintained appropriate standards, Brooks suggested that the Board appoint three officers, two from the Education Department and one from the A.P.S., with the power to inspect schools and the standards of work. He also proposed that the Schools Board should have eleven members, four appointed by the Education Department, three by the A.P.S. and four co-opted by the seven appointed members.

Such a proposal would have given the Education Department majority representation on the policy-making Board and on the inspectorial committee which was to determine standards and therefore the award of

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73. The appointment of Baker not only illustrated the prestige of Hobart High School, whose parents he represented, but also showed the extent to which Albert Ogilvie controlled the Education Department. Eric was approached by the Chamber of Commerce and the Advisory Council of Hobart High School, both seeking representation on any body formed to consider the proposals. Eric advised Albert of the requests and concluded his memo: "I should be glad to have your views on the matter". The Premier scribbled on the memo: "Parents Yes : Commerce No. Act accordingly", and the Minister did so. (T.S.A., File 0527, 1937).

certificates. It is unlikely that the A.P.S. principals would have accepted accreditation as a reasonable alternative to examination, and there was no possibility at all that they would accept a scheme that gave the Education Department such influence within their schools. When they met again two weeks later they accepted, with some reluctance, the decision to abolish the Intermediate, but refused to accept control by a board that was not completely impartial. They insisted that the Public Schools should have equal representation with the Education Department, with a chairman appointed from among the members of the Professorial Board of the University of Tasmania. They affirmed that a Schools Board should deal only with general principles concerning courses of study, and that the Board should divide itself into two - a section for state schools and a section for non-state schools - when dealing with courses of study, inspection of schools and the issue of certificates.

In the interval between the meeting of the committee of ten at which Brooks submitted his proposals and the subsequent meeting of the A.P.S. which rejected the proposal alliances were confirmed. Most members of the Professorial Board of the University supported the A.P.S. They could not accept the Education Department's claim that standards could be maintained without an external examination, preferably conducted by themselves. Professor R.L. Dunbabin, Professor of Classics and one of the most influential members of the Board,[74] went to considerable trouble to strengthen the resolve of the A.P.S. principals and he even drafted

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74. Dunbabin was a former scholar and a strong supporter of The Hutchins School. Three of the other ten members of the Professorial Board were also former scholars of The Hutchins School.

alternative schemes ofexamination for them to consider if accreditation was introduced in the Education Department schools.[75] The Nationalist Party in Parliament supported the A.P.S. for both personal and political reasons. Many members had close connections with the Public Schools, many believed genuinely that these schools offered a better education than the High Schools, most believed that an extension of Ogilvie's influence would be harmful to the State and a few were willing to oppose any suggestion made by Ogilvie in the hope of gaining political advantage. H.S. Baker[76] proclaimed that it

> "would be an absolute tragedy if private education should go to the wall, and the whole education system should come into the grip of a Government Department, highly centralised, and under the control of one person".

His followers, for one reason or another, agreed with him.

On the other hand the Labour Party, completely under Ogilvie's control and suspicious that the University and the Public Schools were institutions of class privilege, unreservedly supported the Education Department. Thus accreditation in Tasmania became a political as well as an educational issue.[77]

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75. See Appendix D6.

76. H.S. Baker, Minister for Education until 1934, became Leader of the Opposition when the Nationalists were defeated in that year.

77. In Victoria an accrediting system had been accepted in 1916 with the approval and participation of several non-state schools. M.P. Hansen, who was appointed Chief Inspector of Secondary Schools in Victoria in 1914 to prepare for the introduction of accreditation as Department policy, had previously been First Master of Wesley College, and had been educated at Scotch College. These two schools supported an accreditation system from the beginning and their example caused other non-state schods to follow. The accrediting system in Victoria did not enter the realm of educational or party politics because Hansen's role as Chief Inspector was accepted by all.

The growth in the non-state schools in the previous few years gave them confidence to face the struggle which was clearly looming. From 1933 to 1937 there was an increase of 7½% in the enrolment of these schools,[78] which not only demonstrated public confidence in the schools but also increased their self-confidence and their financial resources. The faith of these schools in the tradition of Public School education, built on the nineteenth century English model, was unshakeable - and probably would have remained unshakeable despite any evidence to the contrary or any decrease in public support. But public support had increased. More Tasmanians were sending their children to non-state schools, and the increase was proportionally greater than the increase in Tasmania's population. Thus faith was supported by statistic and the battle fought with courage and confidence in the rightness of their cause.

However, their opponents had equal courage and could also gain confidence from statistical evidence. The decrease in average daily attendance at the five High Schools from 1930 to 1933 was strikingly reversed in the following four years.[79] In 1937 the average daily

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78. See Appendix C2.

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Year	Number of High Schools.	Gross enrolment	Average Daily Attendance.
1933	5	1332	1162
1934	5	1387	1210
1935	5	1627	1423
1936	5	1776	1546
1937	7	1964	1726

attendance at the High Schools was, for the first time since their establishment, greater than the enrolment of children older than thirteen years in the non-state schools. An increase in the quality of the teaching in the High Schools could be claimed by reference to an increase in the number of graduates teaching in them. In 1930 there had been 37. In 1934 there were only 38, but by 1937 there were 47. Two new High Schools were in use, both in spacious and attractive grounds. A school for students of commercial subjects was built in Hobart's northern suburbs in 1936, at a cost of £16,599, and opened in April of the following year.[80] A High School at Smithton in 1937 made it possible for students in the far north-west of the State to study post-primary courses for the first time in a building designed for this purpose. Previously they were taught in several rooms in the local primary school. Thus Fletcher could claim that he had more High Schools, more students and better teachers than ever before.

Each side was prepared for battle.

Although the re-action of the A.P.S. to the proposal which Brooks had submitted to the meeting of the committee of ten on 15 October had been freely reported in the newspapers it was not officially conveyed to the committee until its next meeting on the morning of 5 November. On this day the A.P.S. representatives advised the committee that they were prepared to compromise with the Department by accepting a system of accreditation, even though their preference was for an external examination,

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80. This was virtually the High School which was approved by Parliament in 1929 but which was cancelled because of the depression before work commenced. It was not then intended as a commercial High School but the provision of places for commercial students in 1936 reduced the demand for places at Hobart High School and thus made an extra High School for general studies unnecessary.

but they would not accept control by a Board on which they held only a minority representation. Brooks suggested that the committee should adjourn until 2.30 p.m. to allow the Education Department to consider the points that had been raised. He then reported to Ogilvie that "no conclusions of a satisfactory type can be arrived at; that the matter of school inspection was one upon which there seemed to be no possibility of agreement".[81]

During the adjournment the Premier phoned Unwin and advised him that he wished to see the members of the committee at 3.15 p.m. When they arrived Ogilvie was indignant that the morning's discussion had been abortive, and delivered his ultimatum. The Government, Ogilvie said, was determined to abolish the Intermediate examination, to set up a Secondary Schools Board and an accrediting system for a four-years course of education. The Premier advised the committee that he would prevent the University, "by financial pressure if necessary, from holding the Intermediate examination"[82] in order that it could not be attempted by students of the Public Schools. He advised the committee that he intended to ask the Premier of Victoria to prevent the University of Melbourne from admitting Tasmanian students to the Victorian Intermediate examinations, and that the regulations governing entry to the Tasmanian public service would be amended "to exclude all pupils from those schools that did not accept the accrediting system".[83]

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81. T.S.A., Ed. Dept. files, 1937.

82. Mercury, 6 November, 1937.

83. Ibid. This latter provision was the means by which Ogilvie had convinced C.R. Baker that High School students would be assured equal employment opportunities.

Ogilvie told the committee that the Leaving examination at the end of the fourth year would remain an external examination, and the basis for University matriculation. However, for the sake of the majority of children, who did not intend to proceed to University, an accrediting system by which headmasters would issue a certificate at the end of either a three-years or a four-years general course of study would be instituted.

Unwin issued a statement to the newspapers several hours later expressing regret that the Premier had not allowed the committee, which he himself had requested Brooks to convene, to finish its deliberations, and in the same statement announced that the Public Schools would conduct their own external examinations when the University ceased to hold Intermediate certificate examinations.

H.S. Baker gave Unwin immediate support, strongly criticising the Premier's action. Baker accepted the right of the Government to abolish the Intermediate examination in High Schools, but asked why "the private schools should be bullied into following the same course" and why "the University should be coerced into abandoning its proper function as an examining authority, simply in deference to the half-baked ideas of the Government on the subject".[84]

Baker had always in the past supported criticism of the dominant effect of examinations, expressing the fear that "examinations dominate the entire educational system" at the Speech Night of Hobart High School in 1934.[85] On this occasion, however, Baker was influenced more by politics

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84. Mercury, 8 November, 1937.

85. Mercury, 6 March, 1934.

than principles.

On the day after Unwin published the A.P.S!s intention to conduct its own examinations he received a telephone call from C.R. Baker. Baker explained that he had been in touch with the Premier, who wished him to discuss the situation further with Unwin. Ogilvie had said, Baker reported, that he had been "misled by his officers" and that he was extremely annoyed with them. The Premier was "anxious to explore every avenue towards (the formation of) a common Board," and had stated that he would "be glad to allow reasonable time" for the A.P.S. to consider the matter.[86] On the next day Unwin and Baker met the Premier, who apologised for his hasty action three days earlier, and suggested that informal negotiations should be continued to seek a compromise acceptable to both parties.

Accordingly, Fletcher, C.R. Baker, Brother E.D. Joyce (the Principal of St. Virgil's College) and Unwin met on the nights of 10 and 11 November, and unanimously agreed on a scheme to be submitted to the Premier and to the members of the Associated Public Schools. Under this scheme the Schools Board was to have four members from both the Education Department and the Public Schools, with a chairman elected either from among these eight members without the right to exercise a casting vote, or with an independent chairman appointed on the nomination of the eight members. The Board was to have the right to approve courses of study and to determine the duties of the inspectors. It was also to have the authority to award certificates based on external examinations in three subjects, of which English was to be one, and on the recommendation of the pupils' headmasters in three other subjects.

86. A.P.S., Vol.II, p.40.

Unwin conveyed this recommendation to his Association on 13 November and the Association agreed to accept in principle the compromise which the negotiators had suggested. At this meeting Unwin read a letter from P.L. Griffiths, the Solicitor-General, stating firmly that the Premier's threat to refuse pupils of the Public Schools entry to the public service could not be enforced. Griffiths was a former partner of H.S. Baker in a Hobart law firm, and despite his official position he left no doubt that his sympathies still lay with his former partner. The statutes required entry to the public service to be determined by examination, he explained, and stated: "You may conclude that the threat about the public service is a good deal of a bogey if people only knew what they were talking about".[87]

The Premier then directed Brooks to re-convene his original committee of ten to receive the recommendations of Fletcher, Unwin, Baker and Joyce. The Premier and the Minister both attended a meeting of the committee on 26 November and expressed their pleasure at the prospect of reaching a compromise. The recommendations were to be considered again by both parties early in 1938 but there appeared no reason why any further delay would be caused. However, it was clearly too late to implement the scheme in 1938 and its introduction was postponed to 1939.

The principals of the Public Schools met on 5 February, 1938, but on this occasion they insisted that the Chairman of the Schools Board should be a member of the Professorial Board of the University, nominated by the eight members. Griffiths's letter affected the attitude of several A.P.S. members, who had feared the Premier's threat that entry to the public

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87. A.P.S., Vol.II, p.42. The re-action of Ogilvie to the expression of such an opinion, written on the official note-paper of the Solicitor-General's office to men opposed to Ogilvie's policies, is interesting to imagine.

service would be denied to their pupils. Now the threat was removed. The Board of Management of The Hutchins School, strongly influenced by its connection with the University, had advised Harris that it reserved the right not to accept any decision which the A.P.S. might make, and several Launceston principals insisted on the appointment of a University representative as chairman. The motion to insist on such an appointment "was carried, but not unanimously."[88]

This insistence led to the collapse of the negotiations. The Education Department representatives suspected the A.P.S. of prevarication, were bewildered that the A.P.S. could reject a proposal which two of their members had helped to formulate, and which had been tentatively accepted three months earlier, and were angered that control of the decisions of the Board would lie in the hands of a representative of a body whose influence was already felt to be too great. From this time the two parties continued their negotiations by newspaper comment, and with increasing bitterness.[89] Unwin announced the A.P.S. insistence to the newspapers. Eric Ogilvie assured the audience at Launceston High School's Speech Night on 16 March, 1938, that the Government intended to proceed with its accreditation proposals.

The Minister wrote to Brooks on 13 April:

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88. A.P.S., Vol.II, p.45.

89. Dr. G.H.Hogg, the Chairman of the Board of Management of Launceston Church Grammar School, addressing the former scholars of the School in April, 1938, claimed that "the progress of any community depends on the number of individuals who are prepared to pay for education and other advantages of civilisation out of their own pockets, instead of going to the state for charity", (Examiner, 4 April, 1938) The inference that parents whose sons attended High Schools were seeking charity accentuated the bitterness and made compromise impossible.

> "We feel that no useful purpose would be served by negotiating any further with the non-State schools. Under the circumstances it has been decided to completely abolish external examinations in relation to the Intermediate, so far as State School children are concerned. We have a most earnest desire to secure the cooperation of the Associated Public Schools Association, and I now request you to let them know the decision of the Government and to intimate to the Association that we are prepared to establish a Secondary Schools Board which shall consist of the Director of Education, who shall have a deliberative as well as a casting vote, and who shall be Chairman, together with eight other members, four of whom shall be nominated by the Associated Public Schools". 90

On the following day the Premier announced that the external examinations for the Intermediate certificate would be held for the last time in 1938 and that an accrediting system would take place in 1939.

On 11 May, Unwin and N.H.Roff, the Headmaster of Launceston Church Grammar School and President of the Association, sought an interview with the Minister in the absence of the Premier, who was in Victoria, to assure him of their willingness to continue discussions. The Minister's reply, however, was "uncompromisingly antagonistic . Mr. Baker[91] and the Minister arranged to meet us, and Mr. Brooks was excluded. We put our proposals, but it was no use."[92] The Minister again reaffirmed the Government's decision to go ahead with an accrediting system, and added,

> "I feel that eventually, all non-state schools will be forced by public opinion to adopt the change, but personally I would prefer to see them come into the scheme as a body from the commencement." 93

Unwin replied:

> "The freedom from Government control, and the religious basis of the life and work in our schools are a paramount importance to us,

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90. A.P.S., Vol. II, p.49.

91. C.R. Baker, not H.S. Baker.

92 A.P.S., Vol. II, p.53.

93. A.P.S., Vol. II, p.56.

> so that we are unable to accept a scheme which does not safeguard this freedom. The Associated Public Schools will, in consequence, set up their own Board of secondary education to control the granting of certificates". 94

Both parties had made some effort to reach common ground and the four negotiators who had met at the end of the previous year had suggested a scheme which could have been accepted by both parties. However, the insistence of some members of the A.P.S. that the Chairman of the Schools Board should be a member of the Professorial Board of the University was so similar to the proposal of the negotiators (among whom were two A.P.S. representatives) that it is difficult to see what advantage the A.P.S. hoped to gain by this last insistence. Some of the A.P.S. principals and supporters, particularly those connected with The Hutchins School, had accepted the compromise proposals only with considerable reluctance. They were not sorry when negotiations collapsed. At the same time there is considerable doubt whether the Premier would have countenanced the formation of any Board which was not controlled by the Education Department, and fear of the Premier's motives certainly influenced the principals of the A.P.S. Neither party really understood the philosophy of education that guided the other. Neither really attempted to do so.

The A.P.S. appointed a committee to plan the details of an external examination of about Intermediate standard to be controlled by themselves and to be known as the Tasmanian Public Schools certificate examination. The division between the two groups of schools appeared complete. However, when A.P.S. met again in June, 1938, the non-Catholic schools in the Association maintained their previous stand but the five Catholic A.P.S. schools decided

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94. Mercury, 24 May, 1938.

to accept the Department's scheme. They believed that it might be desirable to adopt an accrediting system for some of their pupils, expecting that such a system would give them greater freedom in planning courses of study for these pupils than they had enjoyed previously. They intended that their academic pupils would follow courses of study leading to the award of the Tasmanian Public Schools certificate, while their non-academic pupils followed appropriate syllabuses within an accrediting system. The Archbishop of Hobart nominated Father J. Cullen and Brother Joyce to represent him in preliminary discussions with the Education Department concerning the formation of a board to supervise secondary education.

There had been considerable criticism of the non-state schools by Education Department officers, some Members of Parliament and some of the public for their refusal to co-operate with the Department, but their unity had strengthened their claim that they were fighting for a principle. However, the acceptance of accrediting by the Catholic schools left the eight other non-state schools in isolation, and caused some people to believe that these schools must have had a secret motive for remaining aloof from the scheme, or that it was a superiority complex that caused them to do so. As a result, criticism often became invective, based on emotion rather than fact.

At a meeting of the parents of Hobart High School pupils in July, 1938, the Minister for Education referred to supporters of the Public Schools as those who "represent the point of view of vested interests - those who believe in four quarters instead of three terms because there is an extra bill to send," [95] evidently believing or seeking to convey the

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95. Mercury, 14 July, 1938.

opinion that the total fees paid to Public Schools in a year were greater because these schools at that time observed a school year divided into four quarters instead of the three terms that were common in Education Department schools. The Minister in a parliamentary debate a week later stated: "The public school system must go out; it could not compete with the State."[96] The Premier was more subtle in his exploitation of the division in ranks of the A.P.S. He took every opportunity to draw public attention to the fine record in the field of education of Archbishop J.D. Simonds, D.D., D.Ph., the Archbishop of Hobart, and to acknowledge the friendly co-operation of the Catholic schools and the benefits they would gain from the acceptance of an accrediting scheme.

In July the Council of the University of Tasmania considered the developments of the past twelve months. The Minister advised the Council that no High School students would in future sit for the Intermediate examinations, and suggested that it would be an unnecessary expense for the University to conduct the examinations for comparatively few students. The A.P.S. representatives, on the other hand, claimed that there remained 250 candidates whose needs should be considered. Discussion was heated and although the question was adjourned until the following meeting a motion not to conduct the examinations after 1939 was finally accepted by ten votes to five. The Senate of the University refused to accept the decision of the Council, and requested the Council to reconsider the motion.

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96. Mercury, 22 July, 1938.

The Council re-affirmed its decision not to conduct the Intermediate certificate examination at its next meeting, and in December the Senate accepted the decision by 35 votes to 32. This left the non-Catholic Public Schools with no alternative but to proceed immediately with their own examinations.

The A.P.S. had enquired whether the University Examinations Board in Melbourne would set up two "country centres" in Hobart and Launceston in order to give students of the Public Schools of Tasmania an opportunity to attempt the Victorian examinations. This would have given the Tasmanian schools a year or two to establish their own examinations board before their students attempted the examinations of this board. The Public Schools were advised by Melbourne University on 8 August that Tasmanian candidates could only be accepted for the Victorian Intermediate examination if they sat for the examinations in Victoria. Roff had anticipated this decision. He had written to Unwin on 2 August:

> "I feel sure that nothing could be gained by an appeal to Melbourne. They have made up their minds. I have written to Darling[97] who has been very favourable to us in the discussions (of the Schools Board of the University of Melbourne) but he had been out voted by the Victorian Education Department representatives. I am afraid there is nothing for it but to get our own scheme working." 98

On 15 August, 1938, Roff announced the conditions of award of the "Tasmanian Public Schools Certificate". The members of the Association became the Council of the Public Schools Examinations Board. Sub-committees were appointed to prepare the syllabuses in each subject. Experienced teachers in mainland states were requested to act as examiners. The

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97. Darling was the Headmaster of Geelong Grammar School where Roff had taught for several years.

98. A.P.S., Vol.II, p.61.

University agreed to recognise both the Public Schools examination and accrediting by the High Schools for the award of certain prizes previously judged on the results of the Intermediate examination by awarding the prize in alternate years to the best student in each system. The Hobart and Launceston Chambers of Commerce, representing most employers of clerical staff, declared that they would accept the Public Schools certificate as equivalent to the Intermediate certificate. So did the banks and financial institutions.

At the end of 1938 the annual reports of several of the A.P.S. principals bitterly criticised the Government and the Education Department, and these were given considerable publicity in the newspapers. William Clemes, the proprietor and principal of Clemes College, characterised the activities of the Premier and Minister as a "sinister attempt to place the private schools under the dominance of the Education Department",[99] and Unwin alleged that "the whole of the secondary work is under the dictatorship of one man". Brother J.A. Kearney, Principal of St.Virgil's College, referred to the "mean intolerance" of the educational policy of the State. Dr. G.H. Hogg, the Chairman of the Board of Management of Launceston Church Grammar School, claimed that the developments of the previous twelve months were an "insidious attempt.... to gain sole control of the education of the state."[100]

In January, 1939, the Government established a Board with Brooks, Fletcher and Gibson, the Superintendent of Technical Education, as the nominees of the Government, and with Brother Kearney and Brother Joyce, of

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99. Examiner, 14 December, 1938.

100. Examiner, 17 December, 1938.

St. Virgil's College, as the nominees of Archbishop Simonds.[101]

The Catholic schools had sought freedom by a plan that would allow them to use whichever of two methods of examination best suited their pupils while the non-Catholic schools sought freedom by following their own path. However, Fletcher soon made it clear that the freedom of the Catholic schools was limited. At the first meeting of the Board, held on 10 February, 1939, he proposed:

> "The Tasmanian Schools Board is accepted by the schools applying for registration as the one and only authority issuing certificates to all the pupils at that school during their secondary courses,"[102]

up to but not including the Leaving examination.

This motion would have prevented pupils in Catholic schools attempting the Intermediate-standard examinations of the Associated Public Schools, and it would have prevented them accepting the certificates awarded by Catholic education authorities for pupils completing their first and second years of secondary study.

Fletcher's motion was not considered at the next meeting of the Board, in order to enable the Archbishop to discuss the matter with the Premier and the Minister. At the following meeting, held on 23 February, 1939, Fletcher's motion was passed. Archbishop Simonds then withdrew his representatives from the Board, and issued a public statement in which he informed the Director that he was unable to accept the regulation proposed by Fletcher, because this would deprive the teachers in Catholic schools of the right to prepare their pupils for any examination desired by the parents.

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101. It was understood that one of these representatives would vacate his position if and when the non-Catholic schools sought representation.

102. A copy of the minutes of this meeting is held by the Director of Catholic Education in Tasmania.

> "It is evident already that many parents wish their children to be prepared for the public examination which has been substituted for the Intermediate....The Catholic schools were forced to decide whether they should withdraw from the accrediting system or accept departmental regulations which would demand the sacrifice of their freedom....I decided on the former course, and have given formal notification of the decision to those concerned." 103

On the day before Archbishop Simonds announced his decision the Premier answered Dr. Hogg's accusation that the Government was making an "insidious attempt" to control all education in the State. Ogilvie pointed out that the Board represented the Education Department and the Catholic Church, and that there was no political influence affecting it. He then expressed the view that Dr. Hogg should be one of those who welcomed an accreditation scheme because his own school "did not succeed in obtaining a pass for one pupil in the Leaving examination".[104] Hogg retaliated by revealing that the Catholic schools were about to withdraw from the Board which the Government had set up, because they feared that political influence would lead to co-ercion. Hogg then related the activities of Ogilvie to those of Hitler, and referred to the "National-Socialistic domination" of the State by the Labour Party. At a time when Tasmania was re-acting vehemently against the growing Nazi domination of Europe such a reference was insulting.

On the following day, Eric Ogilvie, ignoring Hogg's attack, stated that the Government was willing to compromise by allowing pupils to attempt the examinations leading to the Public Schools certificate provided that all pupils in these schools were also subject to the accrediting scheme proposed by the Government. There was no re-action from the opposition. Ogilvie also prepared a statement of the previous year's Leaving certificate examination

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103. Mercury, 15 March, 1939.

104. Examiner, 14 March, 1939.

results, which he forwarded to the editor of the TasmanianTeacher, the journal of the Teachers Federation. This statement was published in the issue of April, 1939. The Minister quoted figures which purported to show that 67 of the 93 students from the High Schools who attempted the 1938 Leaving examination were successful, whereas only 31 of 163 students from other schools who attempted the examination were successful.

The Public Schools sought legal advice as to whether a suit for libel could be brought against the Minister, but before legal information was obtained the Minister retracted his statement. The Minister had stated that 67 candidates from the state High Schools had been successful. Under the heading "Other Schools" he listed individually all the Public Schools with the number of successful candidates from each, and claimed that there were only 31 successful candidates from 163 entries. The Minister admitted in his retraction that he had included in the 163 entries from "other schools" 43 from the Education Department's Technical Schools and 40 students who had attempted one or more subjects to complete the requirements while employed full time in some occupation. He had, however, not mentioned these 83 entries when commenting on the different schools' results. There were in fact only 80 candidates from non-state schools and only 63 of these attempted the whole examination. Of this total 31 were successful. The editor published the correct figures in the following issue with a comment from Unwin: "Surely the splendid results of the state High Schools do not need an incorrect comparison to impress their worth!"[105]

The Minister also stated in his original letter that students of Launceston Church Grammar School, whose headmaster allegedly received "a

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105. Tas. T., August, 1939, p.10.

salary nearly equal to that received by the Director of Education", had gained no passes.[106] The statement was true, but Ogilvie omitted to explain that this school had entered only two candidates. Broadland House School was alleged to have gained no passes but had had no candidates! Eric Ogilvie's cheap sneers and incorrect allegations were matched only by Dr. Hogg's nasty comparison of Albert Ogilvie with Hitler, but the supporters of both sides contributed to the animosity that their leaders encouraged.

The Premier made one more attempt to persuade the A.P.S. to accept the control of the newly-established Schools Board. He called Unwin to confer with him in April, 1939. Unwin's reply was that the Association would not accept any accrediting scheme for the time being. Unwin expressed the view that the only alternative course of action the A.P.S. would consider at this stage would be to abolish all third-year examinations and instead to hold an external examination at the end of the fourth year.

No consideration was given to the matter in the next two months, and the sudden death of the Premier in June brought an end to all consideration of controversial topics for the time being. In the calm after Ogilvie's death the new Public Schools certificate came to be accepted. It was awarded for the first time in 1939,[107] while the Intermediate certificate for High School children was from this date "largely determined by the school record of each pupil throughout his course".[108]

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106. Tas. T., April, 1939, p.25.

107. In this year 272 candidates attempted at least one subject and 254 attempted sufficient to gain the certificate. Of these, 167 (65.7%) were awarded the certificate, and 23 others given compensatory qualification because they had passed English and three other subjects and had a good school record in at least one other subject.

108. Rep. Dir., 1938, p.8.

The struggles of the previous three years were concluded. The virtual unanimity of opinion when Eric Ogilvie established his Board of Enquiry in December, 1934, was being lost by December, 1936, because of disagreement about the composition of the controlling body. It was not until Albert Ogilvie's statement of intention in August, 1937, however, that there was serious divergence in the opinions of the two parties. Thereafter, Albert gave to Fletcher the political support without which the latter could not have succeeded. They led the struggle. Brooks played little part in the negotiations or in the final decision. A.G. Ogilvie and Unwin communicated directly with each other, or through C.R. Baker, and often the Premier did not even consult Brooks or the Minister.

Brooks supported the concept of accreditation, as he always had supported proposals for a less rigid system of education, but he lacked the understanding of concept, the tenacity of purpose and the unconcern for personal feelings that Fletcher possessed. The energies of the Director were diffused, both by the nature of his personality and the demands of his office, and he rarely had aims any more specific than to improve the education of the State. Fletcher, with strong support from Biggins and Parker, worked with single-minded purpose, a clear vision of a practical aim, and a keen, analytical and calculating intelligence.

It was the Premier, however, who had the strongest influence on the final decision. Ogilvie's comments at times were wounding but this was due to impatience rather than personal spleen. During the dispute Parliament, completely under the domination of the Premier, provided (without consultation with municipal authorities) for the exemption of non-state schools from council rates, permitted students in these schools

to claim the same concessional transport benefits as other students, offered to accept non-state school children in the Education Department's domestic science schools, allowed Department inspectors to act as advisory officers in Catholic schools when requested, and allowed non-state school children to make use of the Department's dental clinics. Without the Premier's approval, none of this could have been done. Only the Nationalist Opposition in the Assembly and the landed interests in the Legislative Council opposed these measures.[109]

Ogilvie wished to control the educational system of the State and sought to control some aspects of the work of the non-state schools in order to accomplish his aim. There was in Albert, however, none of the petty bitterness or confusion that characterised Eric's comments at this time. Albert had been accused in one of his early election campaigns of being "in a hurry to be famous".[110] He was certainly in a hurry, and education in Tasmania would have suffered more if this had not been so. The natural conservatism of an isolated community would have prevented drastic changes from being implemented if such a dynamic man had not wished them to be implemented. Fletcher used the Premier's political strength to accomplish his educational aims; it was only by politicians using political channels that drastic changes in education were possible in Tasmania.

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109. The proposal to exempt schools from municipal rates was passed 21-6 in the Assembly in November, 1935, with the full support of the Government, but was then deferred for six months by the Council. It was finally passed 10-7 by the Council but with a proviso that it should not operate until July, 1938. Ogilvie's other offers of assistance were accepted without much grace. The offer in May, 1938, to make available domestic science facilities from the beginning of 1939 was ignored by some schools, rejected by others and accepted by one with the insistence that it would pay for the facilities that had been offered free of charge.

110. Mercury, 12 June, 1925.

THE LEAVING AGE

An extension of the period of compulsory school attendance had often been advocated in various states since the early 1920's. An interstate conference of Teachers Unions proposed in 1922 that the leaving age should be raised to sixteen years. At the end of that year Brooks, often influenced by the opinions of educational leaders in the other states and wishing always to be considered abreast of the latest developments, advocated compulsory attendance until the age of fifteen years. A resolution of the Council of the Tasmanian Teachers Union in 1924 referred to "compulsory attendance up to 16 years in certain cases". Brooks replied: "This matter is now being considered by the Minister, though there are at present difficulties in the way."[111] At the bi-ennial Conference of the Directors of Education in each state in 1926 it was unanimously resolved that education should be compulsory from the ages of six to sixteen years, and the 1930 Conference of the Teachers Union in Tasmania unanimously proposed an increase of the leaving age to fifteen years.

However, a higher leaving age meant more children at school and therefore more teachers and more classrooms - and a greater expenditure by the Government. In the depressed economy of the 1920's, when public opinion in Tasmania was still inclined to doubt the value of secondary education, it was inconceivable that any government would legislate for longer compulsory education.[112] In the depression it was even less likely that

111. Tas. T., August, 1924, p.24.

112. In 1931 Brooks answered an enquiry from A.C.E.R. whether consideration had been given to raising the leaving age. His reply was that "economic reasons have prevented the subject being seriously considered." (T.S.A., Ed. Dept. files, 1931.)

the Government would agree to an increase in expenditure. However, with the unemployment rate 25%, a majority of children who left school at the age of fourteen found it impossible to gain employment, and those who had always advocated a higher leaving age now claimed that it would relieve unemployment as well as give an educational advantage to the children concerned. This argument was supported by the Labour Party, whose members were often union representatives with a close and direct contact with the unemployed. Political, economic and educational principles all pointed in the same direction, but the Nationalist Government appeared to have little sympathy with the proposals and certainly had no money to implement them. Nothing was done.

In 1933 the Tasmanian delegates to a conference of the Teachers Federations in the various states, H.V. Biggins and M.S.McNeair, proposed that the leaving age should be eighteen years,[113] and in the following year delegates endorsed a motion that the leaving age should be sixteen years. In 1936 the conference of Teachers Federations again advocated a leaving age of sixteen.[114] In the same year the bi-ennial conference of Directors of Education recommended that the leaving age be raised at least to fifteen years, and Robert Lee advocated the extension of the leaving age to eighteen years in his presidential address to the Tasmanian Federation. Also in 1936 the Australian Council of Education, which included the Ministers and Directors of Education in the various states, affirmed that the leaving

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113. They agreed that children who obtained employment might be exempted at an earlier age. Their opinion was not endorsed by the conference.

114. The English decision in 1936 to raise the leaving-age was given great emphasis in Tasmania, even though the change in England was not to become effective for three years.

age should be fifteen years. In 1937 the Tasmanian Council of Parents Associations decided that the leaving age should be raised to sixteen years.

The proposal to raise the leaving age was also supported for political reasons. In 1935 the Tasmanian Section of the A.L.P. adopted, as its policy, the implementation of a leaving age of sixteen as soon as practicable in order to preserve employment opportunities for adults. In 1937 the A.L.P. Conference again advocated that the leaving age should be raised to sixteen years, and that this should also be the minimum age of employment permitted in the State. At a time when the effects of the depression were still acutely felt it is understandable that union representatives should be concerned to guard the opportunities of employment available to their members. Eric Ogilvie advocated an increase to sixteen years in the leaving age because employment opportunities for fourteen year old boys and girls were limited.

At a meeting of the Hobart Rotary Club in March, 1937, Sir John McPhee, the former Premier, advocated aleaving age of eighteen and in September of that year Albert Ogilvie, McPhee's successor, promised that the Government would consider the practicability of raising the leaving age to fifteen in 1940. The agreement in principle of the two political opponents convinced many that the principle was valid.

Brooks also consistently supported suggestions to increase the age of compulsory attendance. In September, 1938, when he addressed the annual conference of the Teachers Federation he remarked: We ought to raise the school leavingage to 15. Everywhere in the world this matter is being faced. It is useless to shut our eyes to it."[115] The Conference endorsed Brooks's

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115. Tas. T., November, 1938, p.14.

views and advised the Minister accordingly.[116]

Early in 1939, Professor G.S. Browne, of the University of Melbourne, aware of the discussion in Tasmania, strongly warned against raising the leaving age before the State was ready to cope with the consequences of such a move but his views were countered later in the same year by Eric Ogilvie, who advised Tasmanians that they "must seriously consider raising the leaving age to 16 years."[117] Almost simultaneously, Edward Brooker, the Chief Secretary, returned from a conference on the mainland and announced that most state governments intended to increase the leaving age, by degrees, to fifteen years.

Tasmanians had been accustomed for so long to hearing that an increase in the leaving age was desirable that they were ready to accept it. The parents, the teachers and the politicians were all being persuaded to accept the need for children to remain at school for a longer period. The motives of the proponents were different, but the effect was the same.

PROGRAMMES AND PRIORITIES

During 1937 and 1938, the years of the greatest controversy concerning examinations, the activities of the Education Department were reduced. The energies of most of the senior officers of the Department were engaged in the struggle against the A.P.S. or in an effort to establish area schools and, in addition, the State's financial situation deteriorated

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116. There is no record of any immediate action on the Minister's part but the Federation journal reported that the Minister supported the scheme. Although Brooks supported the Conference's views he was aware that in his own state there was little likelihood that any action would be taken. In the previous year, when the A.L.P. Conference had debated the matter, Brooks had calculated for his Minister that the cost of raising the age-limit would be £128,000 per year and he added that additional costs would be incurred by parents who would lose the income brought into the home by employed children of fourteen and fifteen years.

117. Examiner, 11 July, 1939.

seriously.

The 1936-37 financial year was Tasmania's brightest. Real income was rising and the rate of unemployment falling. The expenditure of the Education Department increased from £218,061 in 1933 to £361,636 in 1937 - an increase of nearly 66% in four years. Full restoration of salary rates, which had been reduced in the depression, was granted in October, 1936.[118] The wages tax was abolished at the beginning of 1937 for all those earning less than £182 per year.[119] By 1937, however, the financial situation was deteriorating. The Grants Commission reduced Tasmania's entitlement from £600,000 in 1936-37 to £575,000 in 1937-38 and to £410,000 in 1938-39. It was, however, in 1938 and 1939, when the grant was at its lowest, that the State's need washigher than for four or five years.[120]

From 1937 to 1939 the Department's expenditure increased by only 6%. The figure was far higher than in any of the years of Nationalist

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118. Since the first reductions in salaries had been made in 1930, the Government had saved £400,000 which would have been paid to teachers. The Government's saving was the teachers' loss.

119. These decisions were influenced by the increase in revenue from Tattersalls lotteries, which were more regularly patronised now that more Tasmanians were regularly employed, by the generosity of the Commonwealth grant and by the ominous increase in the rate of drift away from Tasmania of qualified young men as better employment opportunities became available in other states.

120. The Commission was aware that the State's economy in these two years was less healthy than previously. The Commission usually took evidence in June and July, twelve months before the grant was given, and at this time the only concrete evidence on which to base its decision was the State's accounts which had closed twelve months previously. Thus the grant in any year was really based on the economy two years earlier and the decrease in the 1937-38 and 1938-39 grants reflected accurately the decreased need, because of increased prosperity, in 1936 and 1937.

Government, but the increase in expenditure was too slight to allow the Department to continue to expand its activities at the same rate as in the early years of Ogilvie's premiership. As a result the Department was forced to give priority to those programmes that were likely to be inexpensive, and one inevitable result was a decline in the quality of the education provided by the State. "Until Parliament is convinced (of the need for education) and the money is provided we can have at best a second-rate type of education only," Brooks claimed.[121]

The admission of children to High Schools illustrates the comparative decrease in assistance given to education by the Government after its first few years of office. In 1934, in the last months of Nationalist government, 750 students were admitted to High Schools. In 1935, 1125 places were available. This was reduced to 1020 in 1936, and to 845 in 1938. The restrictions imposed on entry to High Schools was not an indication that the Government had lost interest in secondary education. The reason was lack of accommodation because of lack of finance. The removal of fees increased the demand for admission but until a Commercial High School was built the only secondary school in Hobart offering non-technical courses was Hobart High School, and it was unable to accept all who wished to attend.[122]

It was the development of libraries to which Brooks gave the most attention after his return from overseas. Much of the work was not

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121. Rep. Dir., 1938, p.2.

122. In 1935, when the maximum capacity of Hobart High School was stated to be 602, there were 725 students enrolled and applications were severely limited thereafter.

primarily the responsibility of the Education Department, but through the Department and by its officers the work was done, and almost certainly would not have been done if it had been left to others. In January, 1935, only a few weeks before Brooks went to America, the scathing Munn-Pitt report on Australian libraries was published,[123] and aroused widespread interest. This report, prepared at the request of the same Corporation that was sponsoring Brooks's study in the United States, had a great influence on him and caused him to give considerable attention to the provision of library facilities in U.S.A. Until this date Brooks had never mentioned libraries in any of his annual reports to the Director and the Educational Record of the Department for the first sixteen years ofhis directorship does not include any comment on this topic, even though Brooks was a member of the Hobart Public Library Board.[124] Despite their Director's lack of interest the schools had attempted to gather a collection of books, using funds provided by their Associations of Parents.[125] Despite, or perhaps because of, the efforts of the parents the Department did almost nothing to provide library facilities for its schools. In 1934 and again in 1935 the total expenditure by the Department for library books in its schools was £50, all of which was allocated to the High Schools.

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123. See Appendix D3.

124. Fletcher, however, had read a paper on school buildings in 1934 in which he strongly urged the extension of library facilities. He reported that the schools had gathered together a supply of books but that the library, if any, was "usually one of the smallest or least accessible rooms in the school.... Frequently these books are stored in cupboards, often under lock and key". (T.S.A.,Ed. Dept. files, 1934.)

125. In the five-year period from 1933 to 1937 Hobart High School spent only £565 on books. Launceston High School was spending about £80 per year and Burnie High School £45 per year.

While Brooks was overseas, with his interest and awareness stimulated by Munn's stinging criticism of the lack of library facilities in Tasmania, he gave keen attention to the libraries in the schools he visited. When he returned to Australia he visited the A.C.E.R. offices in Melbourne to pay his respects to Frank Tate, the President of the Council, who persuaded him - virtually insisted - that he should do all he could to foster the extension of library services in Tasmania, even if only in part-repayment to the Carnegie Corporation for its grant to him. A few months later Brooks admitted that "he had no idea how far behind Tasmania was in regard to school libraries".[126] The Munn-Pitt report now seemed to him to be "generous" and not "scathing", as he had first believed. "One has to go abroad to realise how far we in Australia have lagged behind in the matter of library provision for schools".[127]

In 1936 a central school library was set up in Launceston, following a practice Brooks had noticed in U.S.A. A supply of books was purchased by this library and posted at regular two-monthly intervals to schools in the city so that each school virtually had a new supply of books five times in the educational year. Each school was encouraged to set up its own library of reference books, but the cnetral library endeavoured to provide all other books needed by the children.[128] Each school in the district was expected to contribute to the stock of books in the central library in proportion to its enrolment and the Education Department subsidised each centre on a £1 for £1 basis up to £15 peryear. In the following year,

126. Mercury, 9 November, 1935.

127. Rep. Dir., 1935, p.2.

128. The central library was only a room in one of the Education Department buildings, and the "libraries" in the various schools only a cupboard or a few shelves on which books could be stored.

another central regional library was established at Oatlands, on this occasion due to the initiative of the Midlands Teachers Association.

In 1937 Brooks reported proudly to his Minister that the Department had made a grant of £20 to the Teachers College library! Brooks also drew attention in his annual reports to the encouragement which the Department gave to schools by providing the shelves which schools could erect, at their own expense, to display any books the schools could afford to buy. On another occasion, however, he was able to relate the provision of a library to classroom activities by explaining that a library was "one of the best helps to the teaching of English that can be imagined".[129] Despite the limited assistance, Brooks advised his Minister: "It really seems... as though we are fostering the work of the Carnegie Corporation",[130] even though he had made it quite clear that "the provision of books is entirely a matter for the schools concerned".[131]

Brooks gave enthusiastic endorsement to any proposal that seemed likely to excite the interest of the children in the schools. He had been impressed by the use of visual and aural teaching aids in American schools and on his return he encouraged the use of visual aids in the classrooms and the use of lessons broadcast to the schools by radio, believing that they would widen the intellectual horizons of the children in the same way as libraries.[132] When C.E. Fletcher visited Adelaide in 1937 to observe

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129. Rep. Dir., 1936, p.3.

130. Rep. Dir., 1936, p.3.

131. Rep. Dir., 1935, p.2.

132. There had been attempts to transmit lessons by radio in the early 1920's, but reception was poor and few schools owned a radio receiver. The practice was then discontinued until 1936, when Brooks returned to Tasmania.

educational practices there Brooks asked him to give special attention to the use of visual aids in the classrooms. On Fletcher's recommendation steps were taken in Tasmania in 1938 to persuade schools to install projectors.

The State's financial difficulties made it impossible for the Government to provide more than £1000 to begin the project. The Department was unable to provide projectors without the assistance of parents, but purchased 100 films and paid one-third of the cost of projectors. The schools were required to meet the rest of the cost. Within two years 120 schools had purchased a projector and 340 films were held in the Department's film library. Parker was entrusted with the task of establishing and expanding this work. At the 1938 Teachers Federation Conference, which was held in the Star Cinema in Devonport, one of Parker's assistants showed a series of still pictures in synchronisation with a talk broadcast by Parker from Hobart, 170 miles away. The demonstration was most useful in convincing the teachers of the advantagesof visual teaching.

Brooks had sought on many occasions to extend the teaching of Domestic Science but lack of finance caused his plans to be shelved. When he returned from his visit to the United States he renewed his efforts, and was successful in extending the teaching of the subject beyond the metropolitan areas of Hobart and Launceston. At the end of 1935 it was agreed that Domestic Science classes would be held in all except the very small schools, if there was a woman assistant on the staff. In all new schools which were built after this date a special room was provided for teaching the subject and alterations were carried out in some of the older schools in an effort to make teaching facilities

available.[133]

Brooks was an enthusiastic member of the Council of Education which was formed in March, 1936, when D.H.Drummond, the Minister for Public Instruction in New South Wales, convened a conference of Ministers and Directors to plan an approach to the Federal Government seeking financial assistance for technical education. The proximity of war in Europe had focussed attention on the need for technical competence, and Drummond felt that a united approach to the Commonwealth was necessary. The Council decided to seek Commonwealth grants of £2,000,000 in the following four years to enable the states to develop their facilities for technical education. The approach was not successful but the Council remained in existence.

It was the Senior Technical Schools for adults and apprentices that were felt by the Council to be in the greatest need of assistance, but the growing awareness of Australia's defence needs stimulated interest in all aspects of technical education. The enrolment of the Junior Technical Schools in Tasmania fell drastically during the depression, when fees were charged. It had been 532 in 1931 but was only 338 in 1933; it rose again to 553 in 1938. The cause of the increase was not the quality of the courses that were offered. Brooks advised his Minister in 1938 that

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133. Teachers who hoped to see the subject established in their schools submitted to Brooks that one of the class rooms should be equipped for this purpose and supported their pleas with as many arguments as they could muster, even claiming that the facilities could be used to provide hot drinks for members of staff in winter. Those who thought that the subject was of little value claimed in opposition that Domestic Science classes should be conducted on the school verandah because the infrequent use of the facilities would not justify the interruption to the teaching programme of the school that would be caused by using normal classrooms. For a time it appeared that Brooks would find greater difficulty in persuading his teachers to regard the subject favourably than he had in persuading the legislators.

technical education in Tasmania was "below Australian standards and miles below English standards."[134] There were two reasons - the greater attention given to the need for an increased industrial production and the inability of the High Schools to accommodate all students who were qualified to undertake secondary education. On the other hand, interest in agricultural education in the secondary schools fell rapidly as soon as area schools were established. The work had little prestige in the High Schools and teachers and parents were relieved when another, and better, method of teaching the subject was found.

This was the period when specialisation in education and a belief that secondary education should have a vocational bias led to the creation of a Commercial High School in Hobart, area schools in rural districts and Junior Technical Schools in the larger cities. The High Schools were considered appropriate for children whose ability and inclinations would lead them to remain at school beyond the leaving age. Those who intended to leave school as soon as possible should be prepared for their future vocation and the High Schools were not the place to do this. Even the Commercial High School was thought by the Minister for Education to be inappropriate for girls. He emphasized on several occasions that it was better to teach girls to "punch dough, not typewriters." Almost alone in Tasmania Fletcher and Parker pleaded the cause of a general education, but few listened to them. It was in this respect that the A.P.S. most closely approached the educational philosophy of Fletcher and Parker. The A.P.S. schools, particularly the non-Catholic schools, were less concerned with examination preparation than the High Schools, because very few of their students required examination certificates as a pre-requisite for

134. Rep. Dir., 1938, p. 2 .

THE NEW SCHOOLS

The New Town Commercial High School (below)
and the Sheffield Area School (above)

employment.[135]

Much of the bitterness between the High Schools and the A.P.S. schools was due to the fact that, when the High Schools had reached a high level of examination success, they still found that A.P.S. students, perhaps with lower achievement, were given preference when seeking employment. It was ironic that the A.P.S. fought bitterly to retain external examinations that were unimportant to most of their students, and that the A.P.S. and Fletcher held virtually identical views on the need for a more general education than it was possible to give with syllabuses influenced by examination requirements.

These activities had a greater significance than merely improving the State's educational services. Not since the Labour Government of 1914-16 had there been such vitality in education in Tasmania. The first World War, the local depression of the 1920's, the Great Depression, all had caused successive governments to give education a very low priority. Now, for the first time in the memory of most teachers, education and therefore indirectly the teachers were given an importance never previously held. The self-esteem of the teachers rose and public attention was attracted to their work.

However, the improvement in Tasmania was insufficient to counter the added attractiveness of the larger, more prosperous states. During the depression there were few employment opportunities in other states and therefore comparative stability in Tasmania. Even the very severe reduction in

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135. Many of the students of the non-Catholic A.P.S. schools, particularly the boarders, entered pastoral or agricultural employment and many others were accepted in commercial and financial institutions without a certificate, merely because of the reputation of their school.

salaries and the increase in taxation did not cause many men to leave the State because there was considerable danger that no employment at all could be found elsewhere. After the depression, however, when expansion resumed, the number of opportunities increased and young, well-qualified Tasmanians rarely hesitated to accept a position in mainland states if one became available.

In the decade 1930-39 nearly 40% of the graduates of the University of Tasmania (among whom teachers were well represented) left the State and this proportion was lower than the figure of 48.3% in the previous decade only because the out-flow was very slight in the first four years of the period. After 1933 the loss was considerable. "The salaries paid to the men in particular are such that we are losing the best brains of the country".[136] In five of the seven years from 1932 to 1939 out-migration exceeded in-migration and in 1934 the excess of out-migration over in-migration was 2788, far outweighing the natural increase of population of 2125. The out-migrants tended to be the young, the adventurous and the qualified, and many teachers were among them. An unexpectedly large number of teachers trained for kindergarten work were among those who sought positions elsewhere, usually because of the very large classes they had to teach.[137] Thus their departure tended to perpetuate the difficulties which caused them to leave.

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136. Rep. Dir., 1938, p.2.

137. Eric Ogilvie said in a radio broadcast in 1937 that "today many of our infant classes contain not more than 40 pupils", and admitted that there had sometimes been as many as 70 children in each kindergarten in the past. (T.S.A., Ed. Dept. files, 1937.)

It was not only the departure of qualified teachers that limited the progress that the Department was able to make, but a limited entry of trained teachers to the profession. There was no intention by the Government to restrict entry; it was simply that the effect of the limited entry to the Teachers College in the depression could only be overcome when a new generation of Teachers College students had completed their training.

Finance available to the College increased from £6397 in 1933 to £16,249 in 1939. An increase in enrolment[138] and an improvement in most College courses was possible. The length of the B course, designed to provide senior men for the primary schools and assistants for the High Schools, was restored to eighteen months from the beginning of 1937 and thus trainees in this course were able to complete their degrees extra-murally. In this year there were 41 students in the B course and four in the A course, which provided full-time study at the University for degree students, but until these student-teachers had completed their courses staffing was seriously affected.

From 1930 to 1933 there had been a drastic reduction in the number of students admitted to the Teachers' College and in the number of probationary students in the High Schools.[139] It is not surprising that

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	1933	1934	1935	1936	1937	1938	1939
Probationary Students.	52	68	70	92	111	103	110
College Students	39	46	54	68	77	83	87

139. See above p.238.

Brooks found the number of trained teachers insufficient to carry out all the work which was necessary by the time the economic situation improved in 1934. The reduction in the intake of the Teachers' College had been forced on him against his will in the early years of the Depression and the effect of the decision lingered for many years afterwards. The small number of student-teachers who completed their course in the 1930's could do little more than fill the vacancies caused by resignations and retirements. A decrease in the number of children attending the schools enabled the Department to claim a marked improvement in the teacher-pupil ratio,[140] but there was only a slight improvement in the number of certificated teachers.[141]

The old teachers who had begun their careers as pupil-teachers were retiring and their places were being taken by young men and women from the Teachers College, but the best young teachers were again being attracted to positions with higher salaries in other states. Despite a graduation of about 50 students from the Teachers College in each year from 1933 to 1939 there was an increase of only 118 certificated teachers in a total of six years. There was no balancing move of teachers to Tasmania from other states, partly because the low salaries in Tasmania discouraged transfers and partly also because the Government in 1936 accepted the request of the Teachers Federation that preference in promotion should always be given to

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140. These figures can be misleading. In 1934 there were 168 one-teacher schools in country districts with an attendance of less than 20 children and in the city schools the ratio of children to teachers was about 50:1.

141. See Appendix C3.

local teachers.[142]

CONCLUSION

In 1939 an era in Tasmania came to an end. The State's two greatest men died within nine weeks. Both suffered heart attacks while in office - Lyons as Prime Minister on 7 April and Ogilvie as Premier on 6 June. Lyons had left the Tasmanian Parliament ten years earlier and the effect of his work on Tasmania, although considerable, was exercised only indirectly in that time. Ogilvie's death brought to an end the influence of the most dynamic premier the State had ever had. The Examiner, always strongly critical of him in politics, wrote that he "gave Tasmanian life a new vitality and sense of direction....destroyed the inferiority complex that for so many years was a grave handicap."[143] The compliment had been well earned.

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142. In this period most State Departments revived a system of exchanges which they had fostered before the depression, in order to encourage a cross-fertilisation of educational theories and philosophy. The employing authority continued to pay the salary of its teachers when they were on exchange duty in other states. Thus Brooks found that two of his graduate teachers who were receiving £1160 per year while teaching in England had been replaced by two non-graduates receiving £S290 and £S270. Two Tasmanians in New South Wales were receiving £184 and £160 while their replacements received £220 in Tasmania. The comparisons were not un-noticed by the teachers. This increased even further the tendency for Tasmanian teachers to seek positions elsewhere and discouraged interstate teachers from seeking employment in Tasmania.

143. Examiner, 12 June, 1939.

CHAPTER SEVEN

THE COSGROVE PERIOD

1939 - 1950

The Effect of Politics on Educational Aims

COMMUNITY WELFARE AND CURRICULUM DEVELOPMENT

When Albert Ogilvie died, the Labour Party elected Dwyer-Gray Premier, but at his request elected Robert Cosgrove Deputy-Premier, to take office as Premier at the end of 1939.[1] Eric Ogilvie remained Minister for Education until August, 1940, when he left Parliament to become Tasmania's Industrial Registrar, and then Cosgrove assumed responsibility. The change was hardly noticed. The Ministry had virtually been under the control of the Premier since 1934.

Ogilvie's death in 1939, the outbreak of war, the decreased income from the Commonwealth, which granted Tasmania a total of £840,000 in the two years 1938-40 compared with £1,175,000 in the two previous years, the increasing diversion of finance to the war effort and, to some extent, the lack of vitality and leadership in the Ministry of Education from 1939 to 1941 combined to limit the activities of the Department. Only in three spheres did the Education Department extend its activities in this period, and in all three it was concern for community welfare suggested to the Department by others, rather than Department policy, which initiated action.

Brooks's concern that all children should receive a good education, and his natural sympathy and kindness, led to the establishment of a school

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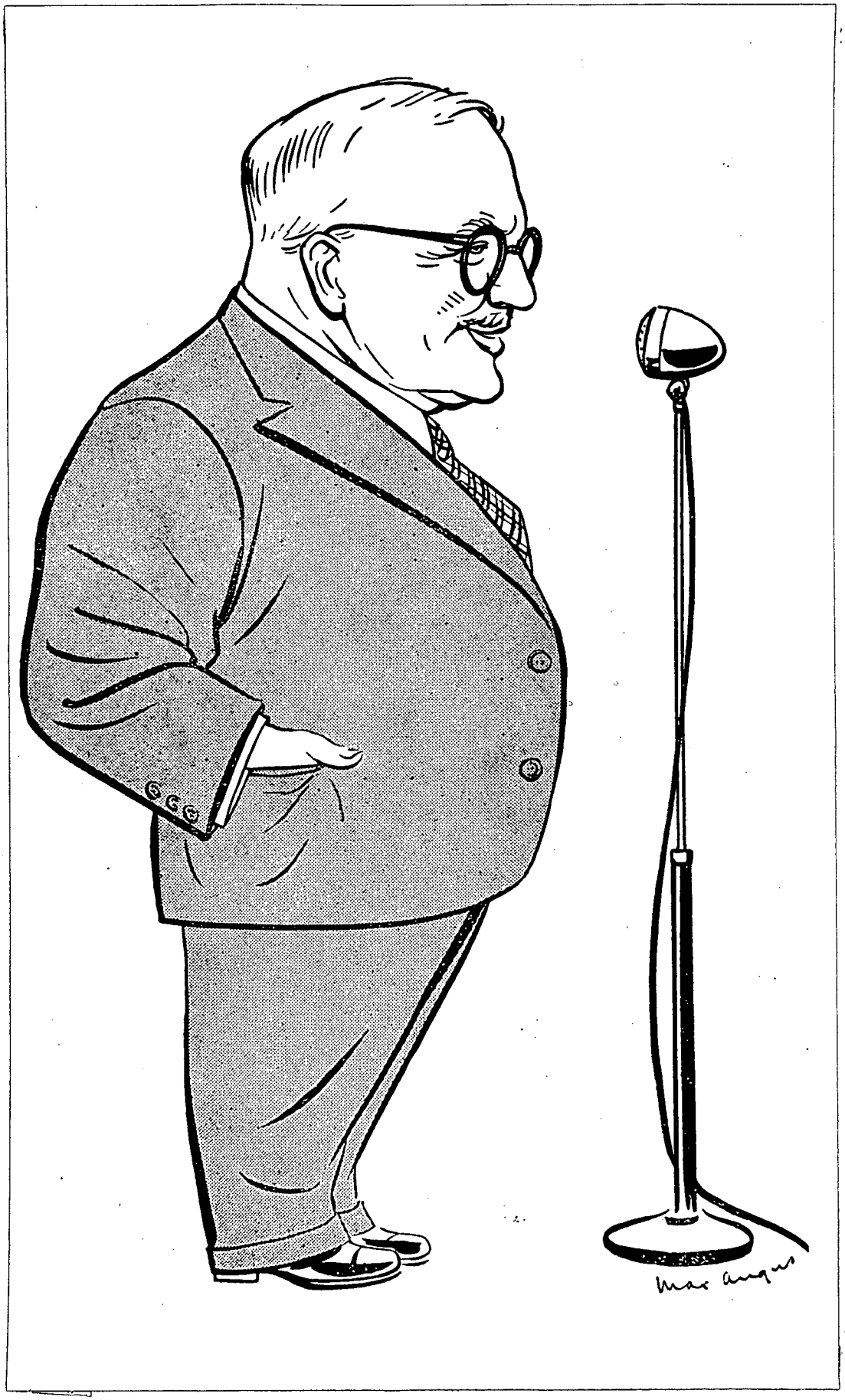
1. Cosgrove had been a member of the House of Assembly intermittently from 1919 to 1934, and then entered Cabinet as Minister for Forestry and Agriculture.



ROBERT COSGROVE

for partially-sighted children in 1940. Brooks was a member of the Council of the Blind, Deaf and Dumb Institute in Hobart and Dr. J.Bruce Hamilton, a leading Hobart opthalmologist and another member of the Council, convinced him that partially-sighted children needed assistance and education quite different from that provided for blind children.[2] Brooks accepted Hamilton's suggestion enthusiastically and the Sight Saving School opened in March, 1940, with 21 students in part of the Elizabeth St. School, with a head teacher, Miss E. Connolly, and one monitor.

Most of the students in the early years of the school's operation were residents of Hobart, but seven children from the north of the State were accepted as boarders at the Institute. The ages of the children varied from seven to fifteen years. Because there were only female attendants at the Institute it was decided that the Sight Saving School should have the influence of a male teacher for at least part of the day. Therefore, Miss Connolly supervised most of the work butthe children attended Elizabeth St. School for some subjects, e.g., science and woodwork, and for choral work and other extra-curricular activities.

The two rooms used by the Sight Saving School had moveable desks to enable the children to sit in whichever part of the room was best suited

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2. W.L. Neale had persuaded Parliament in 1906 to make education compulsory for blind, deaf and dumb children but nothing had been done to assist those who were partially sighted, except to classify them as blind and to educate them accordingly, or more often not to educate them at all. Dr. Hamilton visited England in 1939 and was impressed by the schools for partially-sighted children which he saw there. He was even more impressed by the philosophy that it would help them best if they could attend a school of the same type as other children.

to their range of vision. There were special reading books with large writing, and printing material suited to the needs of the children. Special equipment automatically switched on lights if the degree of light from the windows fell below the required intensity. Various teaching aids, e.g., wireless sets, special primrose chalk-boards on which dark blue chalk was used, and magnifiers, were installed. The primary curriculum was followed as closely as possible, although adjustments were made where necessary to avoid eye-strain. The children studied each subject at the level of their capabilities and were not organised in grades as in most primary schools where large numbers prevented flexibility of organisation.

The innovation was remarkably successful. Some of the children were able to return to normal classes after a period at the Sight Saving School, and others eventually were able to proceed to a High School. Brooks often interrupted his tram journey home from his office at lunch-time, or on his way back to the office after lunch, to visit the school. He took most of his official visitors to the school and on one occasion wearied a Hobart High School Speech Night audience with a long account of the work of the Sight Saving School whose end-of-year function he had just attended. "You would think the Sight Saving School was more important than the Hobart High School", one parent complained, and it would not be surprising if Brooks did think so! It was the primary and non-academic aspects of education that had always claimed his attention.

Brooks continued his efforts to extend the library services of the State and gave a great deal of his time to the Free Library Movement. In 1936 a request had been received from the Free Library Movement in New South

South Wales that Tasmania provide library facilities without charge in all municipalities, but Dwyer-Gray, acting as Premier while Ogilvie was overseas, insisted that this was a matter for the municipalities, not the State Government.[3] In 1938 a public meeting was held to sponsor the Free Library Movement in Tasmania, and in March, 1939, the Movement was established with Brooks as Chairman, C.C. McShane, of the Department's Psychology Branch, as secretary,[4] and H.T. Parker as one of its most enthusiastic members. "Its purpose was to develop among the people the idea of free lending library services, and to establish libraries calculated to serve this purpose."[5] Brooks, Parker and McShane persuaded the Government to grant £1000 for this work by offering to carry out the executive duties without any remuneration, and by using the secretarial resources of the Education Department.

By 1942 Brooks was able to report that "every school in the state has a library of its own and practically all are, in addition, members of a District Library Service,"[6] but it was outside the schools, through the Free Library Movement, that Brooks exerted a greater influence on library developments. Soon after the second World War began the Free Library Movement extended its activities to set up a Camp Library Service for

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3. There were libraries in Hobart and Launceston, both of which were assisted slightly by the State Government and by the city councils, but mainly supported by their subscribers. It was in the rural municipalities that help was needed and the Free Library Movement concentrated its efforts in the rural areas.

4. McShane had been seconded to the A.C.E.R. in 1934 and 1935 and while there had absorbed Frank Tate's conviction that library facilities should be made available on a much wider scale than previously. Tate had persuaded Brooks to make McShane available to A.C.E.R. Tate visited Tasmania for the official opening of the Movement in 1939.

5. Rep. Dir., 1941, p.3.

6. Rep. Dir., 1942, p.3.

military establishments. Once again, the schools of Tasmania, urged to greater efforts by Brooks, conducted the service with both state and non-state schools contributing books and periodicals for the camps. In 1942, the Government took another step in extending library facilities by creating a Rural Libraries Advisory Board, with Brooks as Chairman. The Free Library Movement had been designed to encourage rural municipalities to set up libraries in their own district and, by 1942, six districts had done so. The Rural Libraries Advisory Board was quite distinct from the Free Library Movement, and often at odds with it. At one time Brooks found himself chairman of a Rural Libraries Advisory Board utilising a grant which he himself had requested on behalf of the Free Library Movement![7] Municipalities which were willing to impose a half-penny rate to finance the work were admitted to the Rural Libraries Advisory Board, and Brooks spent considerable time in the various municipalities he visited as Director of Education urging local citizens to extend the library work of the district. These three library bodies were not Education Department services but Brooks, Parker and McShane supervised the work until responsibility was accepted by the Government. To them must go most of the credit for the eventual success of the ventures. Despite its efforts to serve the public in this way it was

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7. The duplication of effort and the consequent bickering between the Free Library Movement and the Rural Libraries Advisory Board was brought to an end when Kenneth Binns, the Librarian of the Commonwealth Library, was brought to Tasmania to investigate the position. His recommendations were that a State Library should be established under the control of a board appointed by the Government to co-ordinate the efforts of the numerous authorities. The recommendation was accepted by Parliament in November, 1943, and the decisions of Parliament were implemented by H.L.White, Binns's assistant, who was made available to the Tasmanian Government for two months to do so. The Library began its work in April, 1944. It was not until this date that the Education Department was relieved of the task of maintaining and fostering virtually all the library services in Tasmania.

not until 1945 that the Department attempted to provide trained librarians for its own schools.[8] The Department appeared to some to spend more time fostering community projects than in educating the children in its schools.

Activity in the third field was stimulated by the Commonwealth Government. Concerned by the possibility of war and fearful that the youth of the country were not physically capable of undertaking military training, the Commonwealth offered financial assistance to the states to help them extend their physical training activities. In March, 1939, the Commonwealth Government offered each state £1000 per year for three years to enable the university to appoint a lecturer in physical education, provided that each state set up a State Council of National Fitness. Tasmania accepted the grant and established a State Council. The Minister for Education was chairman of the Council, of which Brooks was an enthusiastic member. R. Von Bertouch, formerly an Education Department teacher, was appointed State organiser.

Until 1939, physical education as a school subject in Tasmania was known as "physical training".[9] It usually consisted of four fifteen-minute sessions per week of formal drill exercises based on the British Army manual and a programme drawn up by W.T. McCoy in 1910 as part of a new course of study for primary schools. In 1939 two Tasmanian teachers were sent to New South Wales to observe physical education methods there and two

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8. In this year two teachers who had undertaken courses in library practice in Melbourne were appointed to direct the Education Department's work in the schools.

9. A motion submitted to the interstate Conference of Teachers Federations in Melbourne in 1937 by the Tasmanian Teachers Federation urged that greater attention be paid to "physical training and health" but although the motion was carried there was no noticeable change in the policy of the Tasmanian Department until the outbreak of war stimulated public concern.

Teachers College students were sent to Melbourne University to undertake a two-years iploma course.

Most of Von Bertouch's work was carried out in the schools. In 1939 the fifteen minutes allowed for drill exercise was extended to 30 minutes in the secondary schools and 60 minutes in the primary schools, and games activities replaced the drill. Training courses were held for teachers in the large towns and filmed instruction was made available for teachers in rural areas. In two of the Hobart primary schools a gymnasium was built at a cost of about £350.

In 1940 the Education Department established a camp at Coles Bay on the east coast of Tasmania. About twenty children from primary schools in the poorer city areas were taken to Coles Bay for a month, then returned to their homes and replaced by another group. Some classroom instruction was given, but supervised physical activity occupied most of the day. Scientific feeding of the children greatly contributed to an improvement in their health and physique and the variety of activities, some of which they had never previously experienced, considerably stimulated their progress when they returned to their city schools. A camp site was also purchased at Bellerive, on the eastern shore of the River Derwent. Children from outback schools spent two weeks there each year, continuing to some extent their normal lessons but undergoing medical examinations and receiving instruction in hygiene as well as undertaking physical education activities. Two swimming pools were purchased (one in Launceston and one in Hobart) and one-day schools of method for teachers were held regularly.

Comparatively little was done during the war years as most of

the Department's young teachers had enlisted for active service, but the Department continued to assist the work of the Council for National Fitness whenever possible. In 1945 three Education Deparment teachers were sent to Melbourne University for training in youth work, and in 1946 they were appointed full-time officers of the National Fitness Council in Hobart, Launceston and Burnie. Once again, the willingness of the Department to assist community services was apparent, even if it meant that the work in the schools was hindered.

The establishment of the Sight Saving School, the encouragement given to the extension of library facilities and the desire to improve the physical education of the community all illustrate Brooks's enthusiastic acceptance of suggestions designed to assist the under-privileged.

Dr. Hamilton's initiative prompted the efforts to educate partially sighted children, Tate's the extension of library facilities, the Commonwealth Government's the increased emphasis on physical education. Rarely did Brooks initiate any of the innovations that marked Tasmanian education at this time, but just as rarely were the schemes he supported without some value. These activities absorbed much of his time and prevented him exercising active direction of the Education Department. Neither he nor his senior officers regretted this state of affairs, and although the reasons may have varied the acceptance was unanimous. The activities were regarded by the public as an indication of the vitality of the Department and of its concern for community welfare, and they greatly increased the regard in which the Department was held.

STAFFING DIFFICULTIES

The number of teachers in the Education Department decreased from 1938 to 1941,[10] but the average daily attendance continued to fall because of the lower birth-rate of the depression years. As a result the teacher-pupil ratio improved slightly. However, when the young teachers, who were usually the best-qualified, either volunteered or were conscripted for war service they were replaced by retired teachers, who were often unqualified, and by others who had neither taught previously nor undertaken any training course. The ratio of certificated teachers to children fell to the level of the depression years and in 1941 was worse than in any other year since 1922,[11] which may have been the year when the parents of the 1941 pupils were themselves at school! The parents would certainly have understood the difficulties that faced their children. This caused a decline in teaching standards, with very serious consequences in particular fields. Science courses were abandoned in some schools and seriously curtailed in others as the young men, usually the best qualified and often the only teachers with any experience of science teaching, left their schools to enlist or to accept positions in munitions production or other industries.[12] The effect on the small schools in rural areas was

10. See Appendix C4.

11. See Appendix C3.

12. It was not only in the High Schools that this occurred. Launceston Church Grammar School, with a staff of thirteen, lost its headmaster (N.H. Roff) and four other men when they joined one of the services. The non-Catholic Public Schools, usually with a higher proportion of male teachers than the state schools, suffered most, whereas the Catholic non-state schools, whose teachers often were members of religiousorders and thus not liable for military service, suffered least.

considerable. The disappearance of a teacher from a large school meant bigger classes for those that remained but the disappearance of a teacher from a one-teacher school meant the closure of the school.

More than 160 teachers enlisted, despite Brooks'sefforts in some cases to persuade them not to do so.[13] Others resigned to undertake war service in civilian occupations, e.g., munitions. In 1941 the Department extended all its Teachers College courses to two years duration but from June, 1942, all male students of the College were drafted into military service when they completed their courses, and this prevented any benefit being transmitted to the schools. The Department was forced to recruit temporary teachers to fill the vacancies. In 1939 only 39 of the 916 teachers in the primary and secondary schools of the Education Department were classified as temporary teachers, but in 1942, 1943 and 1944 the number was never less than 150. During the war Brooks reported:

> "Our man-power is being steadily depleted so that an appeal to women ex-teachers to help us was necessary.....In spite of this the Department faces grave difficulties.[14] ....The shortage of staff affects every phase of the service.[15] ....It is becoming almost a nightmare to keep our schools supplied with teachers."[16]

The Department attempted to overcome the shortage of teachers by increasing the number of monitors who were employed, as well as by using temporary teachers. These monitors, usually adolescent girls hoping for

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13. Brooks tried strongly to persuade several of his best teachers not to enlist. Some of them felt that Brooks believed them unpatriotic to leave their posts in the Education Department in order to enlist for overseas service.

14. Rep. Dir., 1940, p.2.

15. Rep. Dir., 1941, p.2.

16. Rep. Dir., 1942, p.2.

teaching appointments at a later date, were intended primarily as teachers' aides but often found themselves with full responsibility for a class. Nearly 100 monitors had been employed each year in the period 1933 - 1936 when there was a serious shortage of teachers caused by the restriction of Teachers College courses during the depression and the emigration of good teachers after the depression. The number of monitors fell to about 70 by the early war years but rose again to 95,99 and 96 in the three years 1944-46.

The staffing situation was made worse in 1944 by the extension of age-grade classification, by which children were graded by age rather than ability.[17] This increased the heterogeneity of ability in each grade and forced a reduction in class-sizes so that teachers could cope with the wider range of abilities they now met in each class. In 1937 there were 69 children aged more than ten years in Grade III and 128 in Grade IV.[18] By an age-classification system these children would be placed in Grade V or VI.[19] The system of age-classification in the area schools had proved successful and in 1944 it was extended to the five Practising Schools, and subsequently to other schools.

In 1944 the teaching profession in all states was brought under the control of the manpower authorities. No longer were teachers permitted to resign their positions. This did not improve the situation; it simply

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17. This type of classification had been used in area schools from their establishment in order to allow older boys and girls, perhaps aged eleven or twelve but still in Grade II or III, to gain the benefit of the practical instruction offered to the post-primary classes.

18. T.S.A., Ed. Dept. files, 1937.

19. The main cause of such retardation was that children, particularly in isolated or remote areas, had been kept at home until they were seven or eight years old.

decreased the rate of deterioration. The staffing difficulties in Tasmania were so serious in this year that the Department was forced to close the Curriculum Office because the officer was transferred to the "more urgent work" of regular class-room teaching.[20] The Department had hoped to increase the number of teachers in 1944 to prepare for the increase in enrolment which would result from the proclamation of the new leaving-age[21] but it was "quite impossible to secure the help desired".[22]

The Premier was well aware of the shortage of teachers and not confident that there would be an increase after the war had finished. In 1942 he had had to allow all state schools to remain closed for an extra month at the end of the Christmas holidays because so many teachers were undergoing compulsory military training or attempting to overcome the labour shortage by assisting with the fruit harvest. In 1943 he seconded a motion submitted to the A.L.P. Conference that opposition to financial assistance to Public Schools should no longer be A.L.P. policy. Cosgrove warned the Conference of the danger "that there would be a worse shortage of teachers after the war"[23] and of the need to encourage the Public Schools to relieve the pressure on the Education Department by enrolling as many children as possible. Brooks warned the Premier in 1943 that the Department had gained

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20. It is difficult to imagine any work more urgent than curriculum review at a time when the primary syllabuses were being re-drafted, new non-academic courses for secondary children were about to be introduced and academic secondary courses were being extended. It is an indication of Tasmania's inability to advance on two fronts at the same time that the transfer of the curriculum officer was considered necessary.

21. See below p. 336.

22. Rep. Dir., 1944, p.2.

23. Examiner, 24 March, 1943.

no male recruits in the previous three years and that he had been

> "compelled to close a number of small schools andundertake the conveyance of pupils. The real tragedy lies ahead. When hostilities cease, and we wish to undertake the education of children to 16, we shall have no trained staff for the work". 24

The Education Extension Committee[25] warned the Premier at the end of 1943 that the establishment ofnew schools after the war would require more teachers, particularly better-trained teachers. The Australian Teachers Federation sought to have all teachers discharged from active service in January, 1945, when it was clear that victory was in sight, but their request was ignored. The difficulties became so great that Tasmania was forced to restrict the admission of some children to school. A few small schools were closed and the children transported by bus to an area school. Other schools were closed and the children enrolled in the correspondence school. The greatest difficulty occurred, however, with children about to begin secondary education. The shortage of teachers and accommodation made it impossible to enrol them. Thus in 1945, with the war coming to an end and the State about to put into effect a law increasing the number of children to be educated,[26] the State was advising children who wished to be educated that this was impossible.

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24. Rep. Dir., 1943, p.2.

25. See below p. 337

26. See below p. 336

A NEW LEAVING AGE, NEW SCHOOLS AND NEW CURRICULA.

Despite all the difficulties which the Education Department was facing in its attempt to educate children up to the age of fourteen years the Education Act was amended to extend the age of compulsory attendance to sixteen years.

In January, 1940, a deputation to R.G. Menzies, the Prime Minister, from the Australian Teachers Federation sought Commonwealth assistance to enable the states to raise the leaving age to sixteen or even eighteen years. In the following month the Australian Education Council supported an increase in age to fifteen. In both these moves the Tasmanian delegates were the strongest proponents, Brooks even urging an immediate move despite the financial difficulties. In June, 1940, the Education Act was amended to compel children to remain at school until the end of the year in which they reached their fourteenth birthday. This increased the average daily attendance and increased class sizes slightly in the latter part of the year, but it did not increase the number of classes and therefore required no more teachers or facilities. In July, 1940, Professor E.R. Walker, of the Faculty of Economics at the University of Tasmania, urged the New Education Fellowship to work for an increase in the leaving age, pointing out the benefits to the economy of such a move, and Brooks drew attention to other economic benefits by strong criticism of employers who were "enticing children away from school" before this was desirable in order to overcome labour shortages caused by the enlistment of adult employees. Later in the same year the Government attempted to reduce the age of compulsory attendance from seven to six years,

explaining that most children aged six were at school voluntarily and that the enrolment of the remainder would not overtax the facilities of the Department. However, the Legislative Council refused to accept the amendment and thus the Department was saved the need to cope with this slight increase.

Cosgrove endorsed the view of the Australian Teachers Federation in January, 1941, when the Federation repeated its plea that a higher age be demanded, adding:

> "The fact that a boy found it difficult to obtain employment between the ages of 14 and 16 was bad.... incalculable harm could be done during this time of slacking.... Industry and employers generally were not making use of youths between the ages of 14 and 16". 27

Although this was a contradiction of Brooks's claim a few months earlier that boys of this age were being enticed into employment there was no divergence of aim in the two statements. Despite some regard for the benefits of a longer education as a preparation for what he frequently described as "good citizenship", Cosgrove was primarily motivated by the state of the economy. It was only within the ranks of the teachers that support for the educational and social benefits of a higher age was found.

At Hobart High School's annual speech night in December, 1940, H.V.Biggins advocated an increase to "at least 18 years". He continued his efforts at the Conference of the Teachers Federation in September, 1941, urging the extension of the leaving age to eighteen years, and concluded:

> "The immediate extension of the school leaving age to 18 is not practicable, and I suggest that we should endeavour to reach the

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27. Mercury, 23 January, 1941.

> goal in two stages - first to 16 and later to 18. I should like to give notice that after we have secured Secondary Education for all to 18, I shall move for post-secondary education for all!' 28

At the same conference the Federation President, L.F. Briggs, claimed:

> "We must have our adolescents, all of them, educated through that very formative period of life, so that they can with wisdom exercise the power democracy has put into their hands ... No boy or girl is ready for life - no matter how ready he is to earn a living - until he has reached the age of from 16 - 18."[29]

The views of Biggins and Briggs were endorsed by the Federation and forwarded to Brooks who replied: "The Government favours the policy of raising the age of compulsory attendance to 16 years. The matter, however, is one which must be approved by both Houses of Parliament".[30] In the non-state schools the same views were held. E.E. Unwin, regarded as the leading educator outside the Education Department, urged parents of The Friends School scholars who attended the 1941 Speech Night to keep their children at school to the age of eighteen years.[31]

By the end of 1941 the Tasmanian public had completely accepted the desirability of a longer period of education. Debate in educational circles was concerned with the type of education to be provided for those who were to be compelled to remain at school than with the need to make a

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28. Tas. T., December, 1941, p.20.

29. Tas. T., December, 1941, p.24.

30. Brooks's reply, dated 26.11.41, is held in the correspondence of the Tasmanian Teachers Federation.

31. Unwin also advocated on this occasion that the matriculation examination should be held one year later than the Leaving examination in order to allow a general course of study to be followed by all children, in order that those who remained at school for a longer period would not suffer through having to follow a course designed to lead to entry to the University.

longer period compulsory. However, the public was not particularly concerned about the type of education to be provided. Many people appeared almost to believe that there would be some benefit, regardless of what the children were taught in the two additional years. Merely by retaining children at school, it was felt, there would no longer be "a mass of semi-illiterate youth (thrust) into the world devoid of ambition to know."[32]

On 22 January, 1942, Cosgrove instructed the Education Department to investigate the cost of extending the upper age-limit to fifteen years for two years and then to sixteen years, and to ascertain whether there would be sufficient teachers to instruct the extra children who would attend. No-one was surprised and few were disappointed when the Premier announced in Parliament on 7 July, 1942, that "on the cessation of hostilities, at a date to be proclaimed, the leaving age shall be raised to 16." Cosgrove was quite frank in explaining his reasons. "Children between 14 and 16 would remain at school, so permitting industry to absorb a larger number of men returning...from the services and defence industry". Cosgrove stated that it was intended to create "central schools" to absorb children older than fourteen years who would previously have left at that age, with instruction in normal class-room subjects for half of each day, and "practical or project work, guided study, library work and research" in the other half.[33] Despite Tasmania's financial difficulties and an estimate that the change would add £75,000 per year to the State's expenditure the bill passed the Assembly after only very brief debate on the day after it was introduced.[34]

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32. Mercury, 17 April, 1942,

33. Examiner, 8 July, 1942

34. 6 Geo. VI, No.24, 16 July, 1942.

A week later it passed the Legislative Council, again without much debate. Joe Darling sought to defer consideration, alleging that the loss of the unpaid labour of his sons "would make the lot of the farmer harder than ever"[35] but his amendment was defeated 15-2. Darling had a few supporters. "Farmer" wrote to the editor of the Mercury to claim: "The State Government has obtained another smashing victory over the farmer, this time to deprive him of the services of his child for a further two years,"[36] but he was answered by others who condemned his views and who expressed admiration of Cosgrove.

On 1 September, the Premier set up an Education Extension Committee to plan appropriate courses of study for the children who would now have to remain at school, but who would neither wish nor be able to gain admission to the High Schools. The committee included nineteen representatives of educational, religious, commercial and rural interests, with Brooks as chairman and Parker as secretary. The Committee met regularly each month from September, 1942, until December, 1943, and sub-committees also met to discuss various aspects of the problem.

Cosgrove frequently reminded the Committee that good citizenship, the development of the child's personality, and social and cultural relationships should be the main aims of the new schools. Professor G.S.Browne, of Melbourne University, gave general endorsement to Cosgrove's views, suggesting that the English example of "Modern Schools"[37] should be copied.

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35. Mercury, 16 July, 1942.

36. Mercury, 24 July, 1942.

37. The 1941 conference of education officers had also advocated the introduction of "modern schools".

Early in 1943 Cosgrove announced to the Australian Education Council his intention to provide three types of schools for Tasmanian children - High Schools, Technical Schools and Central or Modern Schools. The latter, he explained, would give vocational training with emphasis on preparation for citizenship. Thus the deliberations of the Committee were carried out against a background of strong and virtually unanimous advice from the Premier and the profession that the courses of study and the types of schools to be provided were to follow the pattern of England's Modern Schools.

The Committee first sought to estimate the number of children who would be added to the rolls. The number of children in each age-group in Tasmania was about 4500, of whom about 500 attended a non-state school.[38] Thus it was estimated that places would have to be found or created by the state for 4000 children in each of four years. About 4000 of these 16,000 places would be adequately provided by the existing High Schools and Junior Technical Schools, leaving 12,000 to be created in new schools.

In discussing the curricular needs of the pupils who would fill these 12,000 places the Committee reported that most "would be capable of continuing studies of a definitely intellectual nature through the remaining four years of school life."[39] The remainder of the children, estimated to be about one-third of the pupils who would be added to the rolls, were expected not "to have compassed the work prescribed for the primary school"[40]

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38. In 1943 there were 8289 children in the age group from twelve to sixteen years who were attending state schools. Of these, 1815 were at a secondary school and 6474 still at a primary school.

39. Report of the Committee, p.5. Report is held by the Education Department.

40. Ibid.

but it was not proposed that their transfer to the secondary schools should be deferred on that account. The Committee recommended that "classification should be on the basis of social maturity" and that "pupils should be admitted to Senior Schools on the basis of age and not attainment",[41] and asserted:

> "The main trend of education in the Senior Schools will be towards social and cultural relations and distinctions of academic proficiency must yield to those of social maturity and understanding. 42 The primary purpose of education during the 12 to 16 period is the development of citizenship."43

In February, 1944, Cosgrove announced his acceptance of the recommendation that age-classification, rather than attainment-classification, would be practised in future. "At the age of 12 years every child, irrespective of ability or other qualifications, will enter one of the new schools".[44] The policy had applied in the area schools since their establishment and Cosgrove announced its extension to the practising schools to give the teachers some experience of the system before it was used in the secondary classes of the new schools, when they were built.

In this way an educational programme designed for children with limited academic ability grew out of a decision to extend the age of compulsory education, which was strongly influenced by employment considerations. Until it was decided to raise the leaving age and therefore retain in schools children without the ability to enter a High School or Junior Technical School, almost no attention was given to the needs of these

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41. Op. cit., p.7.
42. Ibid.
43. Op. cit., p.8.
44. Examiner, 4 February, 1944.

children. There had been no increase in demand for non-academic courses as a result of an increase in the number of children voluntarily remaining at school for a longer period. This was not occurring.[45] It was certainly not any failure to provide examinations in non-academic subjects that caused the lack of demand for them.[46] Nor was there any lack of recognition of their importance by the officers of the Department responsible for secondary studies.

The main reason why the Department had given so little attention to non-academic or vocational courses was the lack of demand for them in schools which also provided more academic courses. The prestige, in the eyes of parents as well as pupils, of the academic courses caused a great majority of pupils to ignore the alternative courses that would have been more appropriate for them. Fletcher and others had argued strongly that accreditation and an internal examination system would allow individual headmasters to introduce variety into the curriculum, but it is doubtful whether variety was worth seeking while public opinion so strongly accepted the prestige of more academic courses which led to the award of the Intermediate and Leaving certificates.

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45. In 1919, when Brooks assumed office as Director of Education, 9783 children, or 31.6% of the total enrolment of Education Department schools, remained at school beyond the age of twelve years but by 1935 this number had fallen to 9436 children, which was 28.9% of total enrolment. By 1940 the enrolment had fallen to 8627 and the proportion to 27.8% and although numbers rose gradually thereafter the proportion was never above 30.0% of the total enrolment until after Brooks retired in 1946.

46. In 1903 the University included Shorthand in both the Junior Public and Senior Public examinations. Book-keeping and Business Practice were added in 1913, but none of these three subjects was popular. Drawing was included in 1903 but not until 1935 were there more than twenty candidates in the Leaving Drawing examination, and Mechanical Drawing was so unpopular that it never attracted more than five candidates in any year until it was deleted in 1939.

It was not until the establishment of area schools in 1936 that there was any significant public interest in courses of study designed for children with limited academic ability, but the area schools demonstrated that there could be some practical utility in secondary education. When Brooks addressed the Teachers Federation in 1943 he alleged that lack of interest in education for non-academic children was so great that "it was almost at the point of the bayonet that the department had established area schools."[47] However, their acceptance was rapid and complete, and in 1941 their reputation was greatly increased by flattering references to them by Professor G.S. Browne, of the University of Melbourne.

There was never any suggestion in the first six years of area schools that their establishment was based on any philosophy of education or, in fact, anything more than a desire to provide an inexpensive means of educating country children.[48] In October, 1941, however, Professor Browne presented the John Smyth Memorial Lecture in which he highly commended the philosophy on which the area schools in Tasmania had been established. The Tasmanian Education Department promptly published The Tasmanian Area School in which it publicised its philosophy and explained its motives in accordance with the credit Browne had given it. The Education Department's aims in establishing area schools were stated in 1942 to be the provision of instruction that suited the needs of the district, to "vitalise" the curriculum and to avoid the "regimentation of educational ideas".[49] Browne complimented Tasmania on giving Australia "a significant

47. Examiner, 2 September, 1943.

48. See above p.265.

49. The Tasmanian Area School, Ed. P. Hughes and H.T.Parker, Hobart, 1942, Preface.

lead in the establishment of these area schools,"[50] and the officers of the Department were as surprised as they were pleased to learn of their wisdom and foresight.

By 1942 there were fifteen area schools in Tasmania and there would have been more if there had been no building restrictions at the time. The South Australian Government introduced area schools to that state and favourable comment was expressed by visitors from other states and from overseas. An experiment that began with little government enthusiasm and virtually no educational aim had become an outstanding success.

The area schools were so highly regarded by this time that they served as a model for the new Modern Schools that were being planned and the terms "Modern School" and "Area School" were used almost interchangeably after 1943. The area schools were considered to be so successful that they also served as both model and justification for a new type of school that was being planned by a group of Launceston citizens. Concerned that the education of city children without academic ability was being neglected, the Launceston Progressive Education Group, with R.J. Williams, the editor of the Examiner, as chairman,[51] sought the establishment of a "community school" for children aged eleven to fourteen years. The syllabuses and standards were to be similar to those in the area schools.

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50. Education in the Post-War World, the John Smyth Memorial Lecture, p.15.

51. Mrs. W.K. McIntyre, a leading community worker, was a valuable member of the Group, but most were officers of the Education Department, with J.S. Maslin, head teacher of the Hagley Area School, Percy Hughes, the local Education Officer, and Gollan Lewis, the most prominent of the Launceston head teachers, playing leading roles.

The Government not only endorsed the Group's desire to give city children the same advantages area schools had given to country children, but also saw in this school a model for post-war planning and reconstruction. Such a school would extend the State's educational services and at the same time provide valuable experience in planning and operating courses of study for children with limited academic ability who would be compelled to attend a secondary school when the higher leaving age was proclaimed.

The Government purchased an estate of 178 acres at Newnham, an outer suburb of Launceston, on which to build the school and Williams used his editorial position to ensure considerable publicity and to enlist public support for his cause . Claiming that the project would have Australia-wide significance and benefit, the State sought to persuade the Commonwealth to pay for the buildings.[52] H.C. Barnard, the Launceston member of the House of Representatives, was chairman of the Parliamentary Joint Committee on Social Security and this committee recommended the project to the Commonwealth Government early in 1943. Six months later the Prime Minister advised the Group that the project could not be considered until after the war had finished. He commended the plan but added that other activities had a more immediate priority.

The Group then sought assistance from the Commonwealth Ministry of Post-War Reconstruction, only to be advised that the plan, despite considerable merit, could not be regarded as the responsibility of the Ministry. The Group was advised that the school could be built with loan funds made available to the State by the Commonwealth, and the project was

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52. The cost of erecting the buildings was estimated to be £22,500.

then referred to the State Government's Public Works Committee.[53] This committee investigated the project at the end of 1943, and reported that the cost would be £40,000, not £22,500. It advised the Government that fifteen area schools and twelve 'central schools" would have to be built to cope with the increased enrolment which would be caused by the higher leaving age, and therefore did not recommend immediate action.

At the same time as the Education Extension Committee was planning non-academic courses for secondary students, the Education Department formed a committee to investigate the educational aims of the primary school. Simultaneously, the Progressive Education Group was advocating suburban area schools, and independently of those three investigations the University was conducting its own examination of secondary courses.

At a meeting of the University Council on 26 June, 1942, less than a fortnight before Cosgrove announced his plans to increase the leaving age, H.S. Baker sought the formation of a special committee to investigate secondary education. He claimed that early specialisation at secondary level was preventing the study of "general cultural subjects", with adverse effects on the education of secondary students. The Council appointed a committee consisting of Sir John Morris, the Chief Justice, as chairman, Baker, R.O.M. Miller and A.L. Meston of the Education Department, and W.H. Clemes and E.E. Unwin of the Associated Public Schools.

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53. When Brooks was giving evidence to the Committee he described the proposed school as "an area school in a city suburb". (Examiner, 19 January, 1944). Mrs. McIntyre, in evidence, claimed that "country children are becoming more privileged than city children in education." (Examiner, 20 January, 1944).

The committee debated the question for four months, and presented its report in November. The report alleged that specialisation, particularly in Mathematics and Science, was caused by

> "the University's requirements as to pre-requisites.... This has the effect of compelling a child of 12 plus to make a decision .... which .... we think he is far too young to make (and which) cuts him off to some extent from the broader education which we think it is necessary for him to have." 54

The report expressed regret that "an atmosphere of rush and hurry" prevented consideration of

> "the broad implications of the subjects .... that the fact that the leaving certificate is also the Matriculation Examination is exerting an undue influence upon the curriculum of the secondary schools.... a shaping of the whole of the curriculum towards a University objective..... This curriculum is not suited to the needs of the majority of the pupils". 55

The committee recommended the abolition of the Leaving certificate examination and the construction of a broader course of study to be examined at a lower standard than the Leaving at the end of the fourth year of secondary education. It also recommended that a one-year course of study leading to matriculation be constructed for those wishing to proceed to University, but that "credit for matriculation purposes.... be given for subjects passed at (fourth-year level) so as not to unduly overload the final year."[56]

In this way the committee endorsed the criticism, that had been levelled at the University by the schools for more than twenty years,

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54. The Report of the Committee, pp. 1-2. The Report is held by the University.

55. Op. cit., pp 3-4.

56. Op. cit., p.6.

that the University's requirements caused undue specialisation in secondary education at the expense of a broadly-based course of studies. Four of the six members were practising teachers and this had caused many to expect such a report, but the report was presented unanimously, with the University Council's own representatives sharing the views of the teachers. The strength of the views expressed and the unanimity of the members of the committee aroused the excitement of many citizens, particularly as the Education Extension Committee and the Launceston Progressive Education Group, each acting independently, were working on the same basic assumption that a general education was more desirable than University - oriented courses of study.

The report was bitterly opposed by several members of the University Council and by a few teachers in the non-state schools.[57] Despite Sir John Morris's attempts to have a decision made at the December meeting of the Council, the report was referred for comment to the Professorial Board and the University's Board of Public Examinations. The Professorial Board would not accept the recommendations of the committee, claiming that they were based on "a number of highly debatable statements unsupported by evidence.[58] In May, 1943, the Professorial Board submitted, as an alternative,

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57. H.D. Erwin, who had been responsible for the outstanding results of The Hutchins School in Science subjects since he joined the staff of the school in 1912, bitterly criticised the report and those who submitted it. Erwin opposed any suggestion that appeared likely to weaken the academic content of secondary education. He had opposed the views of the Board of Enquiry set up in 1934 to examine the effect of the University on secondary studies, and also opposed the criticism of external examinations a few years later. Erwin gave great energy to an attempt to have the committee's recommendations defeated.

58. A.P.S., Vol. II, p.106.

that a Schools Board, "not subject to the University Council but with some University representation," should award a Schools Board certificate at the end of four years of secondary education, but that the University should conduct an entrance examination at a higher standard than the Schools Board certificate in order to determine matriculation.[59]

Sir John Morris's committee was not willing to accept the detailed fifth-year specifications for matriculation that the Professorial Board proposed as part of its entrance examination. It therefore recommended the abolition of all matriculation requirements. The Council was evenly divided when this recommendation was considered and it was rejected on the casting vote of the Chancellor. Deliberation on the establishment of the Schools Board proceeded thereafter on the assumption that matriculation would depend on a University entrance examination of fifth year standard controlled by the Professorial Board.

There was little difference between the views of the Morris committee and the Professorial Board concerning the organisation of the new system of education. The significance of the Professorial Board's victory, however, lay in the rejection of the committee's opinions on curriculum content and standard, and in particular the committee's recommendation that the four year course of study "should be thought of in terms of experience and activity rather than knowledge to be acquired and stored"[60] and not designed as a preliminary to matriculation.

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59. The Board insisted that three subjects should be passed at the entrance examination to qualify for matriculation, provided that two other subjects were passed at Schools Board level. This was designed to allow students hoping to progress to University to specialise in their fifth year after gaining a broad foundation of education in the previous four years.

60. The Report of the Committee, Op. cit., p.3.

The Public Schools were willing to accept the Professorial Board's proposals provided that there was equal representation of the University, the Public Schools and the Education Department on the Schools Board, believing the proposals to be better than the existing regulations, even if not ideal. The Education Department accepted this provision, but insisted that accreditation should be accepted by the Schools Board. In addition, if the University was willing to accept Schools Board qualifications to satisfy part of its matriculation requirements the Department expected that qualification by accreditation would be just as acceptable as qualification by examination at this level. The Education Department also insisted, as a necessary condition of its participation in the new Schools Board, that the Public Schools should no longer conduct their Tasmanian Public Schools examinations, which they had held as external examinations at third-year level ever since the Education Department had abolished the external Intermediate certificate examinations at the end of 1939.

In April, 1944, the University Council accepted these proposals, which were endorsed by Parliament on 18 October, 1944. The Intermediate certificate was abolished and a four-years Schools Board course followed by a one-year matriculation course was introduced. The Schools Board examinations were first held in 1945 but the Tasmanian Public Schools examinations were also held in 1945 and 1946 for those pupils who had commenced the syllabuses leading to these examinations before the Board was established.

Thus a new education authority came into being with the certificate of the Board awarded by external examination for students of Public Schools and by accreditation for students in the High Schools, and with the courses of study influenced far more strongly by the opinions of the Professorial Board than either group of schools wished.

When the creation of the Schools Board was being discussed it was proposed that no more than 60% of the curriculum should be devoted to courses of study leading to University entrance, with optional or elective subjects designed to increase the breadth of the child's education being taught in the remainder of the time. Early in 1945 the secondary schools repeated their hope that the content of the new fourth year examinations should not be so great that only limited time could be given to the terminal subjects that were not designed to lead to University entrance. The University had submitted its matriculation (fifth-year) requirements to both the Education Department and the Public Schools and was advised of general approval of them by both bodies. However, the schools feared that fourth-year examinations might be set with progress to the fifth year and University entrance as the chief consideration, and thus the academic content of the curriculum in the first four years given priority over the needs of those children who would leave school at the age of sixteen years.

In the area schools it was possible to give 40% of the children's time to elective courses but the University's matriculation regulations specified that both Mathematics and a foreign language should be included in the subjects passed, and other pre-requisites gave schools almost no opportunity to include optional subjects if they hoped to prepare students for University admission. Because no schools were sufficiently well staffed to provide two completely separate courses of study, prestige and public opinion caused them to concentrate on academic studies at the expense of more general courses. Thus the intentions of those who created the Schools Board were frustrated in the High Schools and the Public Schools by the Professorial Board.

The Professorial Board's attitude was not only influenced by a genuine belief that the most capable students in the State required an academic education but was also a re-action against the strong public approval of "area school education". The proposal to build a community school and modern schools had captured the public imagination, the Education Department's involvement with community projects was feared to be an indication of lack of concern with academic merit, and the Education Extension Committee and the Progressive Education Group were giving little attention to academic education in their discussions. A desire to prevent any dilution of academic content was a strong factor in the Professorial Board's decision.

THE EVER-PRESENT PROBLEMS

The remarkable public interest in education in Tasmania during the war did not solve either of the problems that had plagued Tasmanian education since the beginning of the century. There was insufficient money and there were too few competent teachers.

The establishment of the Grants Commission had enabled Tasmania to provide many public services that would have been impossible otherwise, but the State had come to rely on generous grants to such an extent that any reduction had serious and immediate effects on its economy. In the four years 1934 - 1938 Tasmania received a total of £2,025,000 from the Commission. In the next four years it was only £1,760,000 despite a marked rise in prices.[61]

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61. In 1942-43 Tasmania daimed £800,000 and was overjoyed to receive a telegram from the Commonwealth Treasury advising that this amount had been granted. Alas! The telegram should have been sent to Western Australia. The correct amount was only £575,000!

In 1942 Cosgrove announced the decision to raise the leaving age, which was anticipated to add £75,000 per year to the State's budget. An increase in the Commonwealth grant to £720,000 for the 1943-44 financial year was helpful but could not be used to finance educational expansion, because the formula accepted by the Grants Commission penalised those states that provided more expensive services than the level in other states.[62] Thus expenditure to provide facilities for a higher leaving age or better salaries for teachers would not only increase the Department's immediate expenditure but would lead to a reduction of future income.

As a result the State sought Commonwealth grants for special purposes,[63] in addition to the "general purpose" grant of the Grants Commission

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62. The Commission had accepted a submission by the Commonwealth in 1942 that the Commission's decisions should be directed to balancing the budgets of the claimant states provided that these states did not increase their expenditure by exceeding the level of expenditure in the other states.

63. The State's first request for financial assistance from the Commonwealth Government for educational purposes was made in 1936 when Tasmania seconded a New South Wales motion in the Australian Education Council that the Commonwealth should aid their efforts to expand technical education facilities for adult tradesmen. Aid for technical education at a time when war appeared imminent was a persuasive argument but the Commonwealth was not swayed. In 1938 Brooks reported: "Our provision in the field of technical education is far below even Australian standards, and cannot be compared with those of England." (Rep. Dir., 1938, p.2) In the following year he reported sadly that Tasmania was "losing to the mainland many of the best teachers for whose training the people of this state have paid." (Examiner, 27 October, 1939.) Both these statements were submitted as justification for financial assistance, the former to enable Tasmania to play its role in the country's war effort and the latter as recompense for the benefit other states were gaining by the services of teachers who had been trained in Tasmania.

In 1942 Tasmania sought to persuade the Commonwealth Government to pay for the cost of building a "community school" and in 1943 Cosgrove led a move at the meeting of the Australian Education Council seeking Commonwealth assistance to allow the states to raise the leaving age to sixteen years. In neither case was he successful. The Grants Commission allocated Tasmania £742,000 in 1944-45, an increase of £17,000 but at the same time the teachers submitted a claim for higher salaries that would have increased the State's expenditure by £120,000. It was clear that the State could not solve its problems simply by hoping for greater Grants Commission disbursements. Cosgrove made another attempt in August, 1944, again unsuccessfully, to secure Commonwealth assistance to build the Launceston Community School. The State was left to finance its educational programme and it was not able to do so. All branches of education suffered.

The University received so little income from the fees paid by its comparatively few students that it had to rely heavily on a State Government grant in order to survive. Thus a deterioration in the State's economy directly affected the quality of the educational services of the University.[64]

Parliament had been aware for many years of the disability suffered by students in rural areas, but the State's financial troubles during the war made it impossible to consider building hostels, even though it was obvious that a higher leaving age would increase the number of children who would have to board away from home to attend a secondary school. Until

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64. The Chancellor, Sir John Morris, reported to his Commemoration audience in 1940 that he had no desk in his office and not even a peg on which to hang his hat. The 100 women students had a common room fourteen feet square, and laboratory equipment was stored in passages because the University could not afford to install cupboards in the laboratories. In 1944 Morris referred to the "dingiest and most repellent conditions" under which the students worked and the "chill penury" that was apparent.

the establishment of area schools there was no secondary education provided by the State except in Hobart, Launceston and four rural towns. A few students spent as long as fourteen hours per day at school or travelling to and from school in order to receive a secondary education in one of these towns, and the Government had been urged repeatedly to build hostels to allow country children to attend High Schools without the need to spend so much time away from home. Hagley Area School provided boarding facilities for a few of its students, and the Public Schools had always done so, but many families could not afford to pay boarding school fees. The provision of cheap hostel accommodation by the State was the only alternative.[65] The only help that the Government could give was to offer to contribute up to £500 towards the purchase, erection or renovation of suitable buildings for students of Hobart and Launceston High Schools if the Parents and Friends Associations of these schools were able to contribute the remainder of the cost. The Government's offer was accepted in Hobart in 1944, but nothing was done elsewhere.

As usual, the financial embarrassment of the State made it difficult to increase the salaries of the State's employees. There was an increase of £50 in male teachers' salaries and £40 in female teachers salaries in 1942, but this was barely sufficient to meet the increase of nearly 15%

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65. The Board of Enquiry of 1924 recommended strongly that hostels be provided but the Government could not afford to do so. The matter was raised frequently at meetings of the Teachers Federation and at the annual conferences of the Labour Party. The Education Extension Committee reported that the compulsory attendance at school of a greater number of children would make it essential to provide hostels. At that time Launceston High School had 261 students who lived in a rural area. Of these 93 boarded in Launceston throughout the school term and 85 others boarded during the week. Only 83 were able to travel to school each day, and often not conveniently.

in the cost of living since the beginning of the war. The cost of living continued to rise by about 8% per year and consequently the purchasing power of the teachers' salaries fell by the same proportion. The 1944 A.L.P. Conference urged Cosgrove to seek an increase in the number of teachers as an essential pre-requisite to post-war reconstruction and had urged higher salaries as one means of achieving the increase. Later that year H.S.Baker moved in the House for the creation of a Salaries Classification Board for teachers but the Government, which had urged a similar move fifteen years earlier when Baker was Minister for Education, was forced to oppose his suggestion in 1944 for fear that such a tribunal would grant increases greater than the State could afford to pay.

The Teachers Federation, supported by the Director, sought higher salaries in 1944, but the State was reluctant to grant increases until it knew how a higher expenditure in the field of education would affect its claims for assistance from the Grants Commission.[66] The Federation then demanded an increase of £100 for all teachers, threatening a "work-to-regulations" programme if their demands were not met, but the State had no funds to grant any worthwhile increase. At the beginning of 1945 the salaries of all teachers earning less than £450 per annum were increased by £20 per year, and the salaries above £450 were increased by £10 per year, in an attempt to assist the lower-paid teachers, who were finding inflation a serious problem. It was, said Cosgrove, "an inadequate recompense, but it was all that could be provided".[67] In July, 1945, Brooks naively told his teachers that he was "sure you are the happiest teachers in all the

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66. The problem was then being studied by a committee of Labour M.H.R.'s representing all states, which had been established at the request of Tasmania.

67. Mercury, 8 February, 1945.

Commonwealth."[68] They were not impressed.

The increase in the number of children attending the Education Department's schools caused by the increase in the leaving age was expected to be accentuated by the new Schools Board's proposals. Whereas the Intermediate certificate was awarded at the end of a three-years course the Schools Board certificate was to be awarded at the end of a four-years course, and the demands of employers and the wish of parents for children to gain some certificate of competence was likely to influence parents to keep their children at school for a longer period. Thus, after the war, children without academic ability would be forced to remain at school by law and children with academic ability would be persuaded to remain at school by the prestige of the certificate. With this need looming the growing discontent of the teachers and the higher salaries available in other vocations were making it more difficult to attract recruits to the profession.

The number of teachers in the Department's schools increased from 916 when the war began in 1939 to 1023 when it ended in 1945 but the number of certificated teachers fell in the same period from 707 to 555. In that year only 54% of the teachers in the Department were certificated.[69] Unless there was a striking improvement in the situation it was clear that the Department would face tremendous difficulty in implementing its proposed extension of education.

The financial difficulties affected building programmes as well as

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68. Tas. T., July, 1945, p.4.

69. The proportion had not been lower than 54% since 1918, the year in which the previous war had ended. In 1939 it was 77%. (See Appendix C3.)

staffing requirements. The Government purchased a few sites for the schools which it knew would have to be built after the war, but immediate construction of the schools was not even contemplated. The construction of housing was given priority of finance and building materials, and it was only the need to provide facilities for the rehabilitation of ex-servicemen that enabled technical schools to be improved.[70] No other schools received more than the minimum required for maintenance purposes.

The cause of the Government's lack of generosity was not an unwillingness to help education. In 1942 - 43, for the first time, expenditure on education per head of population was higher in Tasmania than the Australian average figure and by the end of the war it was 16% higher.[71] In addition, the proportion of Consolidated Revenue spent on education remained steady during the war years.[72] The cause was simply the poverty of the State. From 1938-39 until 1944-45 there was virtually no increase in the State's revenue but in this period prices increased by about 25%.

Under the circumstances, it is not surprising that Cosgrove gave considerable time to seeking Commonwealth assistance. He raised the

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70. The Government provided £31,200 for the extension and improvement of three technical colleges in 1945-46, and because the Hobart Junior Technical School was able to make its facilities available for rehabilitation training at night it was able to claim some of this amount.

71. See Appendix C1. The comparatively stable population in Tasmania and the increase of population in other states made comparisons less meaningful than they seemed, and Tasmania's niggardly expenditure in the past required a heavy expenditure in the present simply to enable Tasmania to regain lost ground, without any possibility of outdistancingher mainland neighbors. Nevertheless, there was a comparative improvement in Tasmania.

72. See Appendix C8.

question repeatedly - in the press, at public meetings and at Premiers Conferences. In August, 1945, he proposed that the Premiers seek a Commonwealth grant of £10,000,000 for education, but the Commonwealth had committeed itself to pay for the provision of education in the programmes of the Commonwealth Reconstruction Training Scheme, and was unwilling to enter the states' fields. Thus the decisions of the Grants Commission became even more important. In 1944-45 the grant was £742,000. In 1945-46, when the State claimed £1,600,000 as its entitlement, the grant was reduced to £646,000.

And so Tasmania came to the end of the war, and the beginning of its post-war problems, with financial difficulties no less worrying than in past decades. It was clear that poverty and political considerations would have a far greater influence on Tasmania's post-war developments than questions of educational principle.

THE PUBLIC SCHOOLS

The agreement between the Education Department and the A.P.S. on the terms of establishment of the Schools Board was unusual. It was due to their mutual opposition to the influence of the University, not to any healing of the breach between them. The division between the two groups of schools remained as wide as ever, even to the extent that the non-state schools rejected suggestions that the State should assist them financially. Cosgrove made several attempts to persuade his Party to give assistance to non-state schools, in the hope that an improvement in their financial position would enable them to relieve the burden on the state schools that the increase in post-war attendance would cause. However, his efforts were nullified by the emphatic refusal of the non-Catholic Public Schools to

accept assistance. Whenever the proposal was put forward these schools expressed their "uncompromising opposition" and "unflinching antagonism" to any assistance.[73]

Dr. G.H. Hogg, chairman of the Board of Management of Launceston Church Grammar School, prevented any reconciliation between the two groups of schools.[74] Hogg used the Speech Night functions of the School to express his views, and in this way they received considerable publicity. In December, 1940, he asserted that the State Government was "imitating some of the worst features of (Nazism)". Such an unpleasant reference at a time when Nazi Germany was bombing London caused widespread resentment. In 1942 Dr. Hogg advised his audience that "our politicians are attempting to.... force upon us a totalitarian system", and a year later urged the removal of education "from the hands of politicians who were unfit and unqualified to deal with it". It was regrettable that it was Hogg who was regarded as

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73. One of their representatives defied common policy by seeking "grants-in-aid" but the manner in which he sought aid did his cause more harm than good. Dr. Hogg's view was that education in Tasmania would be greatly assisted if all education was left to the non-state schools. "It is this National Socialistic control of education.... directed by ministers who make no claim to more than a nodding acquaintance with education" that was at fault, Hogg asserted, and thus alienated the political support he was seeking!

74. Hogg had acted, part-time, as one of the Education Department's medical officers for more than 30 years, and he had never accepted any remuneration for his efforts. He had not merely tended to the health of the children and hygiene of the schools but he had taken an active interest in all aspects of his duties. It was he who had recommended to Parliament in 1911 the appointment of school nurses. His long and honorary service as a School Medical Officer not only won him considerable public esteem but caused his pronouncements on education to be given greater weight. Thus his criticism was more hurtful, and the resentment by Education Department teachers more bitter.

the spokesman of the Public Schools at this time. Launceston Church Grammar School, serving a community based on commercial and pastoral occupations, gave less attention to examination results than some schools and presented few candidates, but its lack of success in this sphere at a time when Hogg was strongly criticising government control of education led many to the conclusion that Hogg was seeking to disguise the successes of the High Schools by criticism of those who controlled them.

It was not only A.P.S. representatives who fomented discord. In 1944, H.V. Biggins, whose position as headmaster of Hobart High School gave his views as much weight as Hogg's, asked the Teachers Federation:

> "Can this.... country....permit types of schools to continue which tend to preserve and perpetuate class distinction? All future Australian citizens should attend the national schools".75

Hogg appeared to be the spokesman of the Public Schools because these schools were greatly weakened at this time by the loss of many of their leaders whose high standing in educational circles would have attracted greater publicity to any statements they made than to those of Hogg.

Miss Mary Fox, the Principal of Methodist Ladies College in Launceston, had been appointed Principal of the College in 1903 at the age of 25 and was held in very high public esteem throughout the State when she retired at the end of 1940. N.H. Roff, Headmaster of Launceston Church Grammar School, was the chairman of the Associated Public Schools in the period of its bitter struggle with the Education Department in 1937 and 1938. His strength and integrity greatly assisted Unwin at this time. Roff enlisted in the A.I.F. in 1940, and was killed in action in 1942.

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75. Examiner, 2 September, 1944.

An even greater loss was the death of E.E. Unwin in 1944. Unwin had been appointed Headmaster of The Friends School in 1923, he had been the founder of the Association of Registered Secondary Schools in 1925 and had been its secretary, spokesman and its undoubted leader until his sudden death.[76] Archbishop J.D. Simonds had won great respect as the leader of the Catholic Church in Tasmania. His interest in education gave great comfort to all the non-state schools, but he was transferred to Melbourne in 1943. J.R.O. Harris had been appointed headmaster of The Hutchins School in 1929 and held office until early in 1942. He had not been an outstanding public figure but his school had great prestige and consequently his own status was considerable. Sister Phyllis had been one of the Sisters of the Church who had founded St. Michael's Collegiate School in 1892. She retired from teaching after some years but remained in charge of the Sisters until she died in 1940.

Thus the Public Schools lost Roff and Miss Fox in Launceston, and Unwin, Sister Phyllis, Archbishop Simonds and Harris in Hobart within four years. The two most senior members of the Association at the end of the war were Miss Marjorie Rooney of Broadland House School and W.W.V.Briggs of Scotch College. Although both were highly respected they were principals of small schools in Launceston, without the prestige of a large school and away from regular contact with the Government, the University and the Education

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76. The death of Unwin removed from the educational scene the only man who could have acted as a liaison with the leaders of the Education Department. Unwin had worked with them in several educational movements and had been invited to address the 1937 conference of the Teachers Federation on the theme: Teaching as a Creative Art. Unwin would have had a greater chance of healing the breach, which Hogg was widening, than any of his colleagues.

Department, all of which had their headquarters in the capital city. Their influence was not great and in their own city they were overshadowed by Dr. Hogg.

The enrolment of the non-state schools grew considerably during the war. It was 6261 in 1939 and 7034 in 1945 - an increase of more than 12% in six years. Public confidence in these schools was evident, heightened by an awareness of the difficulties the Education Department was facing. If the growing enrolment and strength of the non-state schools had been directed by the same leadership as these schools had enjoyed five years earlier their prestige would have been even greater and it is likely that the division between them and the High Schools could have been closed. However, the newly-appointed leaders had not yet gained the high prestige of their predecessors and, with their energies directed towards the difficult task of administering their schools in war-time, it is not surprising that they could do no more than they did.

The meetings of the Association of Public Schools were concerned mainly with questions of curriculum and examinations. The raising of the leaving age was not a major concern with them, as it was with the Education Department, because their schools already catered for a far larger proportion of students older than fourteen years than the Education Department schools, and therefore would be less affected by compulsory attendance. Of more concern was the fear that the growth of the High Schools would reduce the status and influence of the Public Schools. H. Vernon Jones, who had replaced N.H. Roff as Headmaster of Launceston Church Grammar School, sought to convince the Association of Public Schools of the need for "healthy and

helpful propaganda and publicity" in 1943 because of the emphasis given at this time to the State Government's plans for post-war advances in education in its High Schools. Little was done, however, mainly because the schools met only about twice each year and because co-ordinated action was impossible without any focal point from which common policy could be planned and common action taken. In any case, the Education Department was facing so many difficulties in the secondary sphere that its competition at this time was not strong.

THE IMMEDIATE POST-WAR YEARS

The end of the war also brought to an end the directorship of G.V. Brooks.[77] He had held office for nearly 26 years - far longer than any of his predecessors. Acting on the strong advice of his doctor he resigned at the end of June, 1945, and was succeeded by Fletcher. In the same year Amy Rowntree, whom McCoy had appointed Inspector of Infant Schools in 1919, retired and in September of the previous year William Gibson, the Superintendent of Technical Education, had retired after holding that position for seventeen years.

In this way the major changes in educational policies in Tasmania - the longer period of compulsory education, the new examination system and courses of study - were put into practice under Fletcher's guidance with technical and infant education also directed by newly appointed officers, and the remaining division - primary education - altered by new courses planned by a committee set up by Brooks in 1943.

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77. Brooks had joined the Department in 1906 when the retiring age was 70 years and he could have remained in office until his 70th birthday in March, 1947. However, his health was troubling him. Painful arthritis prevented him moving far from his office, and Fletcher had had to carry out many of his duties in 1944.

At the beginning of 1946 the Government announced that the 1942 Act increasing the leaving age would have effect from 7 February, 1946, but that the Act would apply only to children who reached the age of fourteen years after that date. In June, 1940, the Education Act had been amended to compel children to remain at school until the end of the year in which they reached their fourteenth birthday. Thus the new regulations would not cause any increase in enrolment until 1947, and it would be 1948 before the full effect would be felt. In effect, the Government had deferred the introduction of a higher age for two years. No other course of action was possible. The ideal of educating children for two more years was widely accepted, but there were no teachers for children older than fourteen years, no buildings to accommodate them and no course of study for the teachers to follow.

Early in 1946 the Education Department attempted to remedy the problem of the lack of syllabuses by setting up an Advisory Committee on Modern School Studies, including representatives of the Education Department, the Trades Hall Council, the Hobart Chamber of Commerce and the Hobart High School Parents Association, to recommend courses of study to the Department's Curriculum Officer.

In the mind of the public and the politicians the modern schools were to be urban counterparts of the area schools, and the course of study recommended for the modern schools was intended to be an urban adaptation of the area school courses. At the end of 1947, when the higher leaving age caused area school courses to be extended to three years, the same certificate, known as the Modern School certificate, was offered to students of both types of schools.

However, the award of a certificate to pupils of the modern schools was not sufficient to give these schools any prestige in the eyes of the public. The significant difference between public acceptance of modern schools and area schools was that the latter provided an education that was directly related to the vocational needs of the children and not opposed by alternative courses of study in the same district. The courses of study in the modern schools in the towns had very little vocational value. In addition, these schools were far less attractive than neighboring schools with courses leading to the award of a certificate which carried greater prestige and which opened the door to more occupations.

The public's reluctance to give any value to the Modern School certificate was also affected by the victory of the Professorial Board in ensuring that the Schools Board courses would have a considerable academic content.[78] Both the High Schools and the Associated Public Schools had attempted to reduce the influence of the University on secondary syllabuses and both groups were represented on the Morris committee. If the committee's report had been accepted there would have been a common educational ideal in all schools in the State, but the rejection of the committee's recommendations by the Professorial Board forced the High Schools and Associated Public Schools to pursue a policy contrary to that adopted in the area schools and the modern schools. Inevitably the prestige of the certificates awarded at fourth-year and fifth-year levels led many citizens to believe that the schools which prepared students for the award of these certificates were better schools than those which did not do so.

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78. See above p.p. 346 - 347

The unwillingness of the public to accept the Modern School certificates may have been overcome if the Department had demonstrated a belief in their importance. However, financial difficulties prevented the Department from building new schools or recruiting more teachers and almost invariably the modern school pupils were given the lowest priority when scarce resources were being allocated. Until modern schools were built, pupils who were not admitted to a High School or a Junior Technical School remained in their primary school to which were added Grades VII, VIII and IX - known as a modern school "top". In 1946 there were only 269 children in these grades but in 1947 the number was 511. These children had to share the facilities and teachers of the primary schools in which they were accommodated.

The shortage of teachers was critical. It had been so serious during the war that many specialist activities had been abandoned, and when the war finished there was no improvement. Many of the temporary teachers who had been prepared to serve in the schools as a contribution to their country's war-time needs felt free to resign when the war ended, and more than 50 of the teachers who had enlisted deferred their return to active duty in the schools in order to improve their qualifications by further study or by undertaking refresher courses under the provisions of the Commonwealth Reconstruction Training Scheme.[79]

Increases in salaries granted from the beginning of 1946 increased

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79. This scheme provided that all ex-servicemen and women could be trained without payment of fees in any field for which they were eligible, and provided also for the payment of a living allowance to them.

the income of Tasmanian teachers by 25%,[80] and Cosgrove claimed that "Tasmanian teachers were now the best paid in the Commonwealth, except New South Wales."[81] He added that the attractive new rates were causing teachers to transfer to Tasmania from other states and also from England, but Fletcher, giving evidence to the Grants Commission in 1946, was emphatic that the 1945 salary increases had not caused an increase in the number of teachers. Fletcher, not Cosgrove, was correct. In fact, the trend was almost opposite to that reported by Cosgrove. It was the rate of resignation rather than the rate of recruitment that increased. The number of teachers in primary and secondary schools of the Education Department was 1023 in 1945 but it was only 924 in 1947. In the same period the average daily attendance increased from 27,322 to 30,028.

It was "only with considerable difficulty were.... schools kept open[82]....Considerable ingenuity was practised in keeping the schools more or less satisfactorily staffed."[83] The staffing of the High Schools and Junior Technical Schools was not affected. Their previous standards were maintained, but only at the expense of the children who were in the modern school "tops". Temporary teachers were engaged, others were not permitted to take their long service leave, and part-time teachers (particularly for art and craft subjects) were appointed in an attempt to provide a semblance of education.

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80. When the Teachers Federation protested against the very small increases granted a year earlier Cosgrove promised to add £100,000 to the 1945-46 estimates to allow increases of £100 to be granted. In June, 1945, he denied making the promise but then added that he "must have been unconscious when he did so." (Tas. T., July, 1945, p.2.) After several months he agreed to grant the increased from the beginning of 1946.

81. Mercury, 13 March, 1946.

82. Rep. Dir., 1946, p.5.

83. Rep. Dir., 1947, p.4.

The parents of these pupils made their feelings quite clear. They were aware of the Department's difficulties and felt that the children were wasting time by remaining at school even until the end of the year. As early as May, 1946, before the higher leaving age had had any effect, applications were being received for children to be excused from school to such an extent that Fletcher reported that an

> "all-time high-water mark for the number of exemptions applied for by parents....was reached....Many parents.... appear only too keen to withdraw their children, even though they are under 14 years of age, from schools at the earliest possible moment." 84

This had occurred, he reported, not only in areas where inadequate facilities and insufficient teachers may have caused parents to doubt the value of sending their children to school but also in areas where these difficulties did not apply. Criticism began to appear in the newspapers that children who had remained at school beyond the age of fourteen years were repeating primary studies because there were insufficient teachers in some schools to provide separate classes for the secondary "tops".

The scarcity of buildings for modern school pupils was just as serious as the scarcity of teachers. Until 1946 a shortage of building materials limited all construction that was not essential for the war effort. The great demand for housing then made it difficult for the Government to insist on the use of men and materials for school buildings. In addition, despite strict regulations seeking to prevent undue profit, builders found it more profitable to construct houses than schools.[85]

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84. Rep. Dir., 1946, p.4.

85. Often the Government received no response at all when it called tenders for public buildings. On other occasions the tenders were so much higher than the Government's estimate that no contract was signed.

Even when the Government sought to take action it was unsuccessful. In the budget session of 1946 it included £619,322 in the estimates for the construction of new government buildings in the 1946-47 financial year, but the Legislative Council reduced the amount to £334,172 by deleting from the estimates provision for new school buildings.[86] As a result, plans to construct or extend five area schools, two modern schools, four primary schools and four technical schools could not be considered for twelve months, even though the Council was aware that there would be a marked increase in enrolment at the beginning of 1947. It was unlikely that tenders could be called and contracts let until after the 1947 budget session, and quite certain that the work could not be carried out in time for the beginning of the 1948 school year. Thus the Council's action in 1946 postponed the provision of suitable accommodation until late in 1948 or the beginning of 1949.

The Council's action was intended to force the Government to postpone the implementation of the higher leaving age until it had overcome the difficulties that existed, but the Government would not do so. At first the Government sought to delay the impact of the greater enrolment by giving sympathetic consideration to applications for exemption. Then it extended its policy to allow all children who had reached the age of fourteen years to be excused if they had reached Grade VII standard and if no facilities for further education were available, or if difficult home

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86. It had been customary for the Government to include proposals for new schools in the estimates and then to seek the approval of the plans by the Public Works Committee before calling for tenders, but the Council on this occasion claimed that parliamentary practice demanded that the committee approve the plans before estimates were submitted.

circumstances warranted an exemption. Fletcher described the new policy concerning exemptions as "fairly liberal". In fact, it became so liberal for children of fifteen years that the Act was virtually neglected.

The difficulty of teaching modern school pupils in overcrowded primary schools, without appropriate facilities, created frustrations that a higher salary could not overcome. The teachers had been promised that the difficulties they endured during the war would be alleviated, but they had become worse. Their classes were larger, and would clearly grow even larger. There was a shortage of buildings with no hope of any improvement in the near future. Only the most dedicated teachers were content to endure frustration without some re-assurance that matters would improve. Unfortunately, the better teachers, those with enthusiasm and the imagination to see what might have been done under ideal conditions, were more likely to become disillusioned than the poor teachers who regarded the profession as a safe haven in troubled times, and who were untroubled by visions of better possibilities. Thus the higher salaries granted in 1946 had less effect in increasing the number of teachers than the Government had expected.

The unavailability of teachers and classrooms was the main reason for the Government's inability to cope with the increase in enrolment, but a contributing cause was its inability to give full attention to educational problems. In 1946 the extra responsibility that was expected to result from the increase in the leaving age caused Parliament to authorise the creation of a separate Ministry of Education.[87] Until this date Education

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87. Despite the obvious need the Legislative Council passed the bill only by a 10 - 6 majority, some members claiming that the money would be more useful to the State if it was used to provide more teachers instead of more administrative assistants.

had always been a "minor" portfolio, under the control of a Minister who believed that his prime responsibility was to other Departments. However, for several years the Department of Education gained little benefit from this change. A series of political upheavals was caused by allegations of bribery and improper conduct against several members of the Cabinet, including the Premier. In the 27 months from the end of 1945 until early in 1948 there were four different Ministers in charge of the Education Department. The suspicions aroused by the allegations almost caused the Labour Party to lose office, and caused it to give greater attention to political survival than to problems of development. In 1941 the Party had won overwhelming success in the House of Assembly elections, with its candidates gaining 62.5% of the formal votes that were cast. In 1946 Labour candidates gained only 50.3% of the formal votes, and won only sixteen of the 30 seats.

Fluctuations in the State's income added to the uncertainty and confusion in the various government departments, and the increased expenditure of the Education Department was regarded as a major cause of the State's financial difficulties and as an indication that the Department should not expect any further increase in expenditure.[88] As a result, plans for the construction and development of modern schools and area schools were given scant consideration.

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88. The increase in teachers salaries at the beginning of 1946 added £83,126 to the State's expenditure and rising prices added £119,555 more in the same year. (See Appendix C5). The proportion of Consolidated Revenue allocated to the Education Department was higher in 1946-47 than in any previous year. (See Appendix C8).

The difficulties of the Education Department in 1946 received more publicity than might have been expected because of the activities of several of the Public Schools. During 1945 plans had been made for the amalgamation of Clemes College and The Friends School. William Clemes, educated at The Friends School, had been proprietor and principal of Clemes College for 30 years. He was 68, and seeking retirement. W.N. Oats, who had been appointed to succeed E.E. Unwin as Headmaster of The Friends School in 1945, when he was aged 32, therefore found himself in 1946 Headmaster of a school which had increased its enrolment from 400 to 600 during the Christmas vacation, with two properties to accommodate the students under his control.

It was Launceston Church Grammar School and The Hutchins School that received most publicity. In June and August, 1946, these schools celebrated their centenary - the first two schools in Australia to have been in continuous existence for 100 years. To celebrate the occasion the local newspapers printed special supplements recording their past achievements and future intentions. Launceston Church Grammar School's enrolment had grown from 156 in 1939 to 290 in 1946, of whom 130 were boarders. It had just completed building a kindergarten and during the centenary celebrations announced plans to build an assembly hall as a war memorial to former scholars who had been killed on active service. The school's academic record was not outstanding but it had a high reputation for training its boys in the ideals of community service, for its fine sporting record, and for good care of boarders. In 1939 it became the first Tasmanian school to be accepted as

a member school of the Headmasters Conference of Australia.[89]

The Hutchins School's enrolment grew from 230 in 1941 to 403 in 1946. Only a few of its students were boarders, but it had maintained the very high reputation it had earned in the academic sphere in the previous 30 years. Four of the eleven professors of the University of Tasmania were former scholars of the school, and one of them, Professor C.S. King, played an active role in the administration of the School as a member of its Board of Management.[90] Four lecturers at the University were also former scholars. Five of the School's staff had served for more than twenty years and had won great respect for their teaching ability in this time.[91]

Since the beginning of the war the Public Schools had grown steadily, with an increase of 12% in enrolment from 1939 to 1945, and 7% more in the following two years. The publicity given to this growth, and to the centenary celebrations and future plans of the two Church of England schools, drew attention to the contrast between the facilities available in some of the Public Schools and the lack of facilities in many of the Education Department schools.

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89. The Conference, founded in 1931, had only 36 member-schools in 1939 and the membership of Launceston Church Grammar School greatly added to the school's prestige.

90. King was one of the sixteen former scholars of the school who were awarded the Rhodes Scholarship in the 32 years from 1909 until the awards were suspended early in the war.

91. In particular, H.D. Erwin, who had been appointed to introduce the teaching of Physics and Chemistry in 1912, had been so successful that half the Science Scholarships awarded by the University on the results of the Leaving examination in the period from 1912 until they were no longer awarded in 1944, were won by his pupils. On more than half the occasions the prize for first place in science subjects was awarded to one of his pupils.

FRUSTRATION AND FAILURE

In the final three years of the half-century all types of schools suffered difficulties, but only one type was affected so seriously that lasting damage was done to its pupils.

The Public Schools continued to grow, with a rise in enrolment of more than 10% in these years,[92] Staff shortages and rising prices both affected the quality of their services, but other schools were affected more and, in comparison, the Public Schools offered an attractive education. Their public reputation remained high.

The High Schools continued their steady progress. In 1945, the last year before the higher leaving age became effective, there were seven High Schools with an average daily attendance of 2183 students. By 1947 the attendance had grown only to 2265. By 1950 it was 2784 and although this caused some overcrowding the selective admission policies of the High Schools enabled them to keep the increase within reasonable limits.[93] These schools were held in high regard by most citizens. The morale of teachers and students was maintained despite the difficulties they faced.

The Junior Technical Schools were less fortunate. Their average daily attendance of 570 in 1940 grew to 856 in 1944 as the demands of the services and the munitions factories focussed attention on the need for

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92. See Appendix C2.

93. One reason for the increase in the enrolment of the Public Schools was the selective admission policy of the High Schools. Parents who wished their children to attempt academic subjects in the Schools Board examinations were forced to send them to the Public Schools if they were not able to gain admission to the High Schools.

skilled technicians. The overcrowding was then so serious[94] that the Department was forced to refuse admission to many applicants, and attendance fell to 794 by 1947. The generosity of the Commonwealth Reconstruction Training Scheme also affected the ability of the Department to educate its technical students as well as it wished, because the Technical Schools were forced to give first attention to their adult trainees at the expense of the students in the Junior Technical Schools.[95] As the C.R.T.S. students finished their courses the Junior Technical Schools were able to accept more secondary students and the attendance grew to 1000 in 1950, an increase of 25% in three years.[96] Nevertheless, the Junior Technical Schools had been built for technical instruction. Despite the overcrowding, appropriate facilities were available and students in these schools did not suffer badly.

The accommodation problems of the area schools were not critical. Plans to construct more area schools were shelved during the war, but the flexibility of organisation of these schools enabled them to cope with an increase in attendance from 3086 in 1945 to 3877 in 1948. In 1949 seven new area schools were opened and in 1950 four more. As a result attendance grew to 6141 without serious overcrowding.

The children who suffered were the children in the modern schools. They were not able to gain admission to the High Schools or the Junior

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94. In Hobart there were more than 500 boys attending the Junior Technical School with a playground 48 yards long and 28 yards wide, and with a library only seventeen feet square.

95. Once again, the inability of the State to advance on two educational fronts at the same time caused a restriction in the education of adolescents while the more immediate needs of the older trainees were met.

96. This represented only 206 of the 4681 extra students in the schools of the Education Department. The ill effects of the overcrowding may have been greater than the benefit of theincreased attendance.

Technical Schools because their academic ability was insufficient. They were compelled to remain at school because they had not reached the leaving age. There were no class rooms to accommodate them and few capable teachers to assist them.

The Government had been aware of the difficulties that would be created by raising the leaving age. The only unexpected result of its decision was the lack of enthusiasm of parents, who applied for their children to be excused from attendance in far greater numbers than had been anticipated.[97] This error of judgment reduced the Department's difficulties! If its judgment had been accurate it would have had to cope with even more children and its inability to do so would have been even greater.

Such a drastic change in policy as a two-years increase in leaving-age would normally have been accompanied by a decision to provide worthwhile education for those now compelled to remain at school, but it was this group that was allowed to suffer most from the post-war shortage of teachers, finance, buildings, equipment - and government support. It is

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97. In 1945 there were 3113 children aged thirteen years in the schools of the Education Department. In 1947 there were only 1153 children aged 15 years in these schools. In 1947 there were 3271 children aged thirteen years in the schools of the Education Department. In 1948 there were only 2491 aged fourteen, in 1949 only 1509 aged fifteen. Only 46% of the children were still at school at fifteen even though the act required all of them to be in regular attendance at this age. The act had comparatively little effect in increasing attendance, and the shortage of teachers and classrooms made it fortunate that this was so.

little wonder, therefore, that the new system of education was not received enthusiastically either by the children who suffered it or their parents who saw little educational advantage and considerable economic disadvantage in an extended period of education.

The Legislative Council, influenced by the wish of rural employers to have an adequate supply of cheap labour[98] even more than by the difficulty of providing an adequate education, endeavoured to set up a joint parliamentary committee in 1947 to investigate whether the leaving age should be lowered to fourteen years, but the Assembly refused to accept the proposal. The Council then set up its own select committee to take evidence on the question. The committee presented its report in 1948, recommending a reduction of the age to fifteen until teachers, class rooms and hostel accommodation[99] were all available. The Liberal Party in the Assembly expressed support, in principle, for a higher leaving age, but opposition to implementation of the Act while shortages existed.

In 1948 the weight of public opinion and the impossibility of educating all children aged fourteen and fifteen caused the Government to revise its earlier intentions. Cosgrove admitted[100] that it would be "some

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98. Fletcher argued (Mercury, 13 August, 1948) that "the need of the child must be put before the need of the parents", but to no avail.

99. A hostel for girls attending Launceston High School had been provided in 1946 when Newnham Hall, the homestead on the site the Government had purchased in 1942 when it hoped to erect a Community School, was renovated. The High School's Parents and Friends Association furnished the hostel and paid £1500 of the cost; and in this way the problem that Brooks had kept before successive governments for a quarter of a century was solved - but only for girls and not until after his resignation! No hostel was provided for boys at Launceston.

100. Replying to criticism that the decision to increase the age was due to "political expediency", Cosgrove admitted that "possibly it was a miscalculation" and blamed Brooks for the decision!

time before the enlarged course of study....could be implemented in many small outback schools" and that "no good purpose can be served by keeping children at small schools beyond the age of 14 until more area schools are built."[101] As a result, exemptions were granted even more liberally than before, but even this did not overcome all the Government's difficulties.

Burnie was one of the towns where a Modern School would have been built if the Legislative Council had not deleted provision for such a school from the estimates. As a result those pupils who remained at school but who were not admitted to Burnie High School were forced to re-attend the Burnie Primary School. This increased enrolment to such an extent that classes had to be held in buildings in six different parts of the town. There were 512 children enrolled in 1946 but 787 in 1950. However, no tender was received for a new school the Government proposed to build in the suburbs of the town. Once again, a "modern school top" was added to the primary school to provide some classification for those children who had completed the sixth grade but who had not yet found employment.[102]

At Beaconsfield, a school of five rooms, there was an average daily attendance of 142 children in 1944 but 227 in 1950 - still in five rooms - and 39 of the children were then classified as students of the Beaconsfield Modern School. New Norfolk's enrolment of 198 in 1943

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101. Mercury, 1 June, 1948.

102. It is not surprising that the Burnie Chamber of Commerce submitted to the Conference of Tasmanian Chambers of Commerce in March, 1947, a proposal that the leaving age should be reduced to fourteen years, nor that the Conference endorsed the proposal.

grew to 427 in 1950 but there was accommodation for only 275 children, No extra accommodation could be provided because builders found it more profitable to concentrate their activities on private buildings in urban areas. As a result an area school that had been planned was not built and instead a "modern school top" was added to the New Norfolk Primary School, in the same buildings and with no increase in staff.

Throughout the State "modern school" children were taught in halls and any other available buildings, even - in one case - in a disused flour mill. These children required libraries, gymnasia, art and music rooms, and other facilities far more than children studying academic or vocational courses, but their needs were rarely given any except the lowest priority.

One cause of the Government's inability to accommodate these children was the reluctance of builders to submit tenders when the construction of new schools was advertised. In many cases no tenders at all were received for the erection of new school buildings. In 1947 the Government called tenders for sixteen area schools, not expecting to be able to build all of them immediately but anxious to make a start. Not one tender was received for any school.[103]

The only school built in this period was the Launceston Community School, first proposed in 1942. A tender was let for the Community School in

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103. In 1942, the year in which the leaving age was increased, there were 25 schools in Tasmania with secondary classes - seven High Schools, three Junior Technical Schools and fifteen area schools. In these schools there were 5298 children. In 1948 there were 26 secondary schools accommodating 7340 children. With virtually no increase in the number of schools or classrooms there was an increase of 38% in enrolment.

June, 1947, and by the beginning of the 1948 school year three class rooms had been completed. By June, 1948, three more rooms were ready, providing accommodation for a headmaster, four teachers and 200 children. In August a foundation stone for an office building was set and the school was then officially named the G.V.Brooks Community School. In 1949 a teacher of agriculture joined the staff, a domestic science building of six rooms was finished and the construction of a trades building was begun. In that year enrolment was 420, with a staff of seven full-time and eight part-time teachers. In 1949 the school received its greatest impetus when Professor Carleton Washburne, the International President of the New Education Fellowship, visited Tasmania. He described the school as "easily the most complete and satisfactory experiment in Australia" and expressed sorrow for High School students who were not able to receive a "real education".[104]

The erection of eleven area schools in 1949 and 1950 enabled the Government to provide secondary education for children in rural areas who lacked academic ability, but their counterparts in the city were still being taught in primary schools. In 1947 there were 1814 Grade VII, 971 Grade VIII and 167 Grade IX pupils accommodated in various buildings under the control of primary school headmasters. A slight improvement was expected in 1949 but unfortunately the first impact of the Commonwealth Government's migration policy was then felt. In 1949 there were still 54 primary schools with "modern school tops" and in 1950 the number had fallen only to 47.

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104. Examiner, 1 September, 1949.

Another cause of the Government's inability to provide a reasonable education for the children who were compelled to remain at school beyond the age of fourteen years was a very marked increase in price levels. From 1947 to 1950 there was an increase of 31% in retail prices and the basic wage, and this was reflected in the cost of all the services the Government provided.[105] In the same period an increase of more than 15% in average daily attendance compounded the cost of educational services. The Government spent £1,360,953 on education in 1950, an increase of 82% in three years, but the services provided were little more than in 1947. In addition, the figures were given an unbalanced emphasis by the inclusion of the cost of services that were not an integral part of the educational process. More than 10% of the expenditure of the Education Department in 1950 was payment to the owners of buses who transported children to school.[106] Greater expenditure in this instance was caused by the shortage of teachers which had caused the small local schools to be closed, and was not an indication that educational services had improved.

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105. An estimate of £13,270 had been received for an area school at Pontville in 1944 but the lowest tender received in 1949 was £44,600. Even in one year prices rose so quickly that an estimate of £ 48,000 submitted for a school at Ulverstone in 1949 became a tender for £65,500 in 1950.

106. Many bus services had been extended when the shortage of teachers caused some smaller schools to be closed. The cost of providing bus services in 1950 was £139,799.

Even the problems caused by the lack of suitable buildings and by rising prices would not have been serious if there had been an increase in the number and ability of the teachers in the Department. However, it was almost the reverse that was so. Resignations and retirements outweighed the number of young men and women seeking to enter the profession. In 1947 when 81 men and women completed a Teachers College course there were 180 resignations from the Department. In 1948 89 began a training course but there were 229 retirements or resignations in that year. In 1949 there were 296 resignations and in 1950 277.

Many of these teachers were elderly men and women who had entered the profession early in the century, with little or no qualification and often little education. Others had accepted temporary appointments at various times when the Department was willing to appoint almost anyone. The loss of teachers in these two categories was not a great disadvantage and they were often replaced by young men and women with much better qualifications. The number of graduates and diplomates increased considerably. In 1946 the figures were 142 and 35 respectively. In 1948 they were 191 and 23; in 1950 200 and 43. The tragedy was that the figures would have been even higher if the enthusiastic and well qualified teachers had been encouraged to remain by greater government support, better accommodation and greater public sympathy.[107]

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107. More than one-third of the graduates of the University of Tasmania in the period 1940-47 left the State, and those with the best qualifications, who were thus able to secure better positions elsewhere, left even more readily than those who had barely qualified. Among the graduates were a number of outstanding young teachers, who felt that their ability and enthusiasm could be used to better advantage in other states or other professions.

The high rate of resignation of qualified teachers and the increase in attendance again forced the Department to appeal to ex-teachers to return to temporary appointments.[108] In this way the number of teachers was maintained, but the dilution of the quality of teaching caused by the employment of temporary teachers without any sense of vocation, or even a desire to teach well in order to gain future promotion, adversely affected the education of the children and the morale of the permanent teachers. This in turn increased their rate of resignation and so accentuated the disadvantages.

In the larger schools the problems of staffing and accommodation were insoluble.[109] In the very small school there was an easy solution - the school was closed.[110] By June, 1947, eighteen schools had been closed and their teachers transferred to larger schools. By October, 1947, the total was 39. Teachers who became eligible for long-service leave at this time were not permitted to take their leave, and the Department's specialist teachers - the art and physical education teachers and the teachers in the Correspondence School - were transferred to "normal" classroom duties. In a few cases members of the clerical staff of the Department were appointed as teachers of typing and shorthand.

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108. A correspondent advised the editor of the Mercury that his daughter, a teacher, had had as assistants in the previous few years " a monitor who herself did not complete Grade 6 requirements, an 80 year old gentleman, and a teacher of 70 or so". (Mercury, 2 May,1949)

109. In 1949 the House of Assembly was advised of a school with 98 children in nine different classes, with only the head teacher and a monitor to teach them. In another school there were 180 children in nine classes, with a headteacher, a teacher who had just completed a one-year emergency course and two monitors. In another school 105 children in nine classes were taught by the headteacher, an "emergency teacher" and one monitor. Under such circumstances it is not surprising that some teachers preferred to seek other occupations.

110. The children were required to travel to a larger school by daily transport and in those areas where no transport was provided the children were granted exemption from school - even when they did not request exemption!

In the last few years of the war the number of monitors employed by the Department rose nearly to 100, but in 1947 it was 110 and in 1948 153. In 1948 it was only 110, but in 1949 it rose again to 136. Even with the employment of monitors and untrained teachers class sizes increased remarkably. In 1949 nearly 25% of classes had more than 50 children, often in several different grades, and the quality of education provided by poor teachers who had to face such large and heterogeneous classes was very low. Even more serious however than the preponderance of unskilled teachers was the scarcity of qualified teachers. The number of certificated teachers in the Education Department in 1939 was 707, and only twice - and only then by a very small margin - was this exceeded in the next eleven years.[111] At no time in this period did the proportion of certificated teachers approach the 1939 proportion, when 77% of the Department's teachers were certificated.

Even though such a situation existed the Government altered its teacher-training programme in 1947 in a manner that temporarily reduced the number of teachers available for appointment.

In 1942 all Teachers College courses had been extended to two years, and in the following years the education officers of the Department urged that a still longer period of education and training should be required of all aspiring teachers. At their annual meeting in 1944 they recommended that a Chair of Education should be established at the University in order that a Professor of Education might co-ordinate the professional training of Teachers College students with the undergraduate courses of the University, in the hope that eventually every teacher appointed to a school

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111. See Appendix C3.

would be a University graduate. The proposal was referred to the Professorial Board, which replied that such a move would be worthwhile only if the University was solely responsible for teacher-training. In January, 1945, Cosgrove announced that the State wished all its teachers to have three years of tertiary education, and the University then agreed to establish a Chair of Education. In 1946 C.D. Hardie was appointed Professor, in the expectation that lectures would be offered in 1947. However, it was not possible to appoint sufficient staff to enable this to be done, and courses did not commence until 1948.[112]

The 1946 intake to the Teachers College was to be the last; after that date no intending teachers entered the College. All were expected to attend lectures at the University. The 1946 College intake would be available for appointment to the schools in 1948 but the delay until 1948 in commencing lectures at the University meant that there would be no trained teachers available from this source until 1950 - and no trained graduate teachers until 1952. At the beginning of 1949 there would be no teachers available from either source.

From 1945 to 1947 there was a decrease of 99 in the number of teachers in the primary and secondary schools of the Education Department, but 2706 more children in these schools, and in 1949 it was known that there would be no trained teachers ready to commence duties! As a result, the

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112. The intention was to offer two different courses, a one-year Diploma of Education course following a three-years degree course for those who had matriculated and a two-years Certificate of Education course including some degree subjects and some professional training for those who had not matriculated.

Government decided in 1947 to institute an Emergency Training Course of one year's duration at Launceston.[113] The prime object of the new course was to overcome the disability of having no teachers ready to commence duties in 1949, but it was also hoped to improve the qualifications of "temporary" teachers and monitors already in the Department, and so to increase their teaching ability and to enable them to gain permanent appointments. E.R. Howroyd, Minister for Education, announced hopefully that "it was not considered it would be necessary to continue the school after twelve months".[114]

In 1948 only 26 prospective teachers entered the University's Department of Education. Those who wished to become teachers but who were not qualified to enter the University were either appointed as teachers without any further education at all or were admitted to the course in Launceston with the adults who were seeking to improve their qualifications.[115] In this year there was a total of 63 students in Launceston. They were all female students. Despite Howroyd's hopes it was necessary to repeat the course in 1949, when there were 42 students, mainly ex-monitors but with a few students straight from secondary schools.

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113. Thus the proud decision of 1942 that all training courses would be at least two years duration was abandoned only six years later because of the combined effect of the desire to extend training courses and the doubtful wisdom of increasing the length of compulsory education before ascertaining whether there were enough teachers to cope with the increased enrolment.

114. Mercury, 29 November, 1947.

115. The Education Department surveyed the occupations of the students who left school at the end of 1948 and found that 101 had entered a training college or had undertaken some form of teacher-training, even if only as a monitor. Four of this number had only completed the sixth grade of primary school, and 14 the seventh grade, but the Department faced such serious shortages that it was willing to accept them.

In 1950, also, it was obvious that the Department would not gain sufficient recruits from the University even to fill the vacancies caused by resignation and retirement. Once again, an "emergency" one-year course was held.

From 1947 to 1950 the number of teachers grew by 251 but the number of certificated teachers grew only by 123. However, if there had been no emergency courses it is likely that the number of certificated teachers would have fallen. Even the slight improvement in staffing in these years was not sufficient to persuade many parents that it was worthwhile to send their children to the modern schools. The improvement in staffing was so slight, and the difficulty in providing reasonable accomodation and facilities so great, that public opinion remained convinced that education beyond the age of fourteen was worthless for many children.

This view may have been countered if all educational authorities supported the modern schools, but the reverse was so.

The High Schools were growing, with 712 students at Hobart and 631 at Launceston in 1948, and their academic standards had been slightly affected by their increased enrolment.[116] Their association with the modern schools - not by their wish but merely because they were the responsibility of the same government department as the modern schools - caused public comment that they may have been experiencing the same difficulties. Many of their senior teachers, with little experience of non-academic secondary education and fearing that they may be transferred

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116. The enrolment of the High Schools increased by 601 students (28% of enrolment) from 1945 to 1950.

to a modern school to help overcome its staffing difficulties, preferred to remain aloof from the problems of these schools.

The enrolment of the non-state schools also grew - by more than 10% in the period from 1947 to 1950.[117] In addition to those who would have sent their children to a non-state school regardless of the circumstances there were many who were persuaded to do so by the difficulties the modern schools were facing. The increase in enrolment of the non-state schools had a three-fold effect. It strained the resources of these schools and caused them to give their full attention to their own affairs, with no opportunity to contribute to the development of any other educational philosophy or practice. It gave them greater revenue and more confidence in their own worthiness. It increased the resentment and envy which many who were associated with the state schools still felt, and thus prevented any move towards healing the breach that was created more than a decade earlier.

The University, also, was unable to assist the Education

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117. The enrolment of Launceston Church Grammar School grew from 216 in 1943 to 450 in 1950; the number of boarders included in this enrolment was 93 in 1943 and 173 in 1950. St. Thomas More's School had grown so rapidly that there were 223 students in 1949, only ten years after its foundation. Methodist Ladies College had an enrolment of 332 students including nearly 100 boarders in 1948.

Department. It was on the brink of penury [118] and relieved that it could survive. It was not concerned with schools catering for the needs of children without academic ability and had no wish to become involved with their affairs.

As a result, the modern schools were allowed to suffer. A decision based on political and economic considerations had once again affected educational development.

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118. The University was still using buildings erected as a secondary school in 1847. The site of a rifle range at Sandy Bay had been acquired for the University during the early years of the war, and a few woodframed huts were erected on the site in 1945 to allow C.R.T.S. students to receive some instruction. However, the erection of permanent buildings was hindered by the Hobart City Council which, lacking an open park area in the Sandy Bay locality, sought to persuade the University to accept additional land adjacent to its site on the domain, which was under the control of the Council. The Sandy Bay site was far more suitable but the Government declined to spend more than the minimum amount on any buildings until discussion with the Council was concluded, and a firm decision made. It was not until 1949 that building construction was begun at Sandy Bay and in the previous four or five years conditions on the Domain deteriorated drastically.

CONCLUSION

So the half-century came to an end. There had been a marked improvement in all aspects of education in the previous 50 years, but none of the problems that were evident in 1900 had disappeared.

There were more than twice as many teachers in the primary and secondary schools of the Education Department in 1950 as in 1900, but the ratio of pupils to teachers was worse in 1950.[119] The level of salaries paid in 1950 was far higher than in 1900 but the highest salaries in 1950, in comparison with the basic wage in that year, were not as attractive as the highest salaries in 1900.[120]

The expenditure on education by the State in 1950 was 24 times higher than in 1900[121] but prices and wages had risen by $3\frac{1}{2}$ times, attendance by $2\frac{1}{2}$ times, the number of teachers more than twice and the number of classrooms very considerably. At the same time, services such as the transport of children, which did not exist in

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119. See Appendix C4.

120. In 1950 the highest salaries were paid to the Headmasters of Hobart and Launceston High Schools who received £1098 p.a. At this time the basic wage was £6.19. 0 per week. In 1903 four teachers received more than £400. The first calculation of the basic wage in 1907 was £2. 2. 0.

121. See Appendix C5.

1900 and which did not improve the quality of the education the children received, accounted for a considerable part of the Education Department's expenditure.[122] It could not be said that the improvement in the State's educational services was directly related to the increase in its expenditure on education.

The power of the Legislative Council was far less in 1950 than in 1900, and its willingness to assist education far greater, but the State's poverty and the effect of the sharp rise in prices had the same effect on the budget debates at the end of the half-century as the attitude of the Council had fifty years earlier. The proportion of the State's revenue devoted to education had increased from 7.8% to 16.9% - but the average daily attendance had increased by a greater proportion, and an alteration in the method of calculating the percentage in 1939 inflated the proportion after that date.[123]

Many of the teachers were not well qualified. In 1900 about 30% were certificated; in 1950 the proportion was 59%. However, the number of children taught by an uncertificated teacher in 1950 was about 14,000, which was more than the number taught by uncertificated

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122. In 1950 the proportion of total expenditure required to transport children to school exceeded 10%.

123. See footnote pp. xlv and xlvi of Appendices.

teachers in 1900.[124]

The Public Schools were even more strongly supported than in 1900, with a greater actual enrolment in 1950 than in any previous year, but the bitter hostility against them which had been generated by political and educational leaders, and by the unpleasantness of some of their own supporters, made it impossible for them to play a significant role in the development of any educational programme outside their own schools. Many affluent citizens in 1950 were satisfied with the education offered by the non-state schools and sought no alternative. Others, particularly those whose children were compelled to attend the modern schools, regarded exemption from attendance as a better alternative than longer attendance. The situation was reminiscent of 1900.

The penury of the University affected the quality of its own educational programmes, and it was reluctant to involve itself in any efforts to improve the Education Department's programmes. In addition, its suspicion of, and opposition to, the non-academic courses of the Department caused it to resist any change in the academic content of the secondary courses which it controlled.

The advantages of the increase in the leaving age were quite illusory. Many of the fourteen and fifteen year old children were excused from attendance and many of the others were taught so

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124. The proportion of uncertificated teachers in 1900 was 70% of the total. This same proportion of the average daily attendance in 1900 was about 10,000 children. The proportion of children taught by uncertificated teachers is likely to be about the same as the proportion of teachers who were uncertificated.

ineffectively that they may have gained more by entering employment and allowing the State to concentrate its scarce resources to improve the educational services which it was providing before the higher age was proclaimed. Their parents saw little advantage in keeping these children at school. The decision to raise the leaving age and to create modern schools before the State was able to provide reasonable education for the children in these schools caused resentment. Therefore there was no public support for educational developments, and no public pressure on the politicians to divert a greater proportion of the State's expenditure to education. Thus education remained a political rather than a professional concern.

Clearly, major advances in the educational services of the State had been made in the first half of the century, and foundations had been laid for further development. An exposition of the deficiencies is not intended to conceal this fact. Education was free. Attendance was more regular. The High Schools had maintained a good standard. The area schools had been a great success. Several educational experiments and the concern of the Education Department to assist community welfare had been widely commended, and some of the officers and teachers in the Department had earned the respect of their colleagues in all states.

However, the poverty of the State and the willingness of its politicians to use education to serve political causes made it impossible to conceal or remove the deficiencies that existed.

APPENDICES

A. PERSONAL

Because Tasmania is a small state with a small population it is possible for prominent individuals to exert a far greater influence on institutions and customs, on administration and government, than they could in a more populous state. Personalities often become more important than principles in Tasmania, and therefore a knowledge of the individuals who affected the development of education in Tasmania is necessary for a full understanding of the story. The following appendices are not intended as definitive biographies. They include reference only to those aspects of the lives of each man which are relevant to the text.

A1	Joseph A. Lyons
A2	Albert Ogilvie
A3	G.V. Brooks
A4	Joseph Masters
A5	C.E.B. Fletcher
A6	H.T. Parker
A7	W.L. Neale
A8	W.T. McCoy

A1 J.A.LYONS

Joseph Lyons was born at Stanley in 1879. His education was interrupted on several occasions by the necessity to seek employment but at the age of twelve years he resumed studies and was subsequently appointed a monitor at the Stanley School.

At the age of sixteen Lyons was promoted to the rank of Assistant at Stanley and later Head Teacher of several small schools in rural areas. Unmarried and able to afford a considerable decrease in salary, and ambitious to advance his prospects of promotion, he enrolled at the Training College in 1907. He incurred the wrath of W.L. Neale when he and ten other Training College students expressed publicly their support of a protest against the Director by the Teachers Union. Neale suspended the students but re-instated them three days later.

After a year at the College, at the end which he passed the matriculation examination, Lyons was appointed to the position of First Assistant at Wellington Square School in Launceston. As one of the few trained teachers in Tasmania Lyons expected rapid promotion but he believed that the importation of South Australian teachers would restrict his rate of promotion, and he became active in the efforts of the Teachers Union to limit Neale's authority. It is possibly not a co-incidence that Neale then appointed him head teacher of a very small school at Beulah, in the remote rural area inland from Devonport. Lyons, in frustration, entered politics, and was elected as a Labour member for Wilmot in the House of Assembly in 1909. Lyons was active in his efforts to prevent Parliament offering any payment to Neale as a consequence of his resignation.

He soon became the Labour Party's spokesman on educational matters and a few years later he married Enid Burnell, a teacher in the Education Department. Education was always in the forefront of his mind when Minister for Education, Leader of the State Opposition, State Premier and Commonwealth Prime Minister.

Lyons sought election to the House of Representatives in 1919, but in that year every Tasmanian Labour candidate in the House of Representatives and Senate was defeated as the flush of post-war

enthusiasm carried the sitting Nationalist Government to an overwhelming victory in all states. Lyons returned to the State Parliament (which was then possible without the need to face a by-election if a member had resigned his State seat to contest a federal election), was immediately re-elected Leader of the State Parliamentary Labour Party, and gave no further indication of any desire to enter federal politics until his dispute with Ogilvie grew to serious proportions in 1927.

Lyons remained a most influential figure in Tasmanian politics, even after he left the State Parliament, and probably exerted more influence on Tasmania after he entered the federal sphere than he had done in the House of Assembly. When the Great Depression struck, it hastened the growing dependence of the state parliaments on the Federal Treasury, and many of the decision of the Tasmanian Parliament in this period were really made in Canberra, or at meetings of the Loan Council in Melbourne or Sydney. Except for some petty vindictiveness against Neale in 1909 Lyons played an influential and honourable role in the development of state education in Tasmania.

A2 ALBERT OGILVIE

A.G. Ogilvie was elected to Parliament in 1919 after completing a law degree at the University of Tasmania. He was a member of the law firm of N.K. Ewing in 1909 when Ewing appeared for the Teachers Union in the Royal Commission which led to the resignation of W.L. Neale. He was admitted to the bar in 1914. He had been the youngest Member of any Australian Parliament when he was first elected, and in 1924 he became the youngest King's Counsel in Australia.

From 1923 until 1927 Ogilvie was Attorney-General, Minister for Education and Minister for Forestry, but in 1927 the law firm of which he was a partner was accused in the House of Assembly of impropriety in its dealings with the Public Trustee's Office, which was administered by the Attorney-General's Department. J.A. Lyons, the Premier, insisted that Ogilvie resign from the Cabinet until the allegations had been investigated and the true situation revealed. In September, 1927, during the ensuing Commission, Ogilvie's partner committed suicide. Ogilvie claimed that he had been unaware of his partner's activities and accused the Commissioner, Mr. Justice Crisp, of bias and partiality. His Honour found that the firm had acted improperly and refused to believe that Ogilvie was completely unaware of what was happening, but reached no conclusion as to whether Ogilvie himself was guilty of improper practice.

Ogilvie's charge of partiality caused the Southern (Tasmanian) Law Society to call him to show reason why he should not be struck from the roll of legal practitioners. The Supreme Court heard the case and found Ogilvie guilty of improper comment, but received a full apology from him and made no order concerning his right to practice. The Society continued its efforts to have Ogilvie disbarred and appealed the case to the High Court of Australia, but the High Court referred the matter back to the Supreme Court of Tasmania to hear new evidence. By majority decision the Supreme Court re-affirmed its previous finding.

This was the extent to which Ogilvie could arouse passion in a conservative society and it cost his party considerable popular support. The daily newspapers made no secret of their support for the Nationalists in the 1928 elections, but stated: "Mr. Lyons has....won a great measure of trust from people of all shades of political opinion" (Examiner,

11 February, 1928), and then prophesised dire consequences if his party was returned to office with men like Ogilvie among his supporters. The campaign against Ogilvie was one of the major factors leading to the defeat of Lyons.

Ogilvie's suspension from Cabinet as a result of the accusations made against his law firm, the suicide of his partner and the attempt by the Southern (Tasmanian) Law Society to have him disbarred from practice had all been used to discredit his Party, but far more serious in the eyes of the conservative citizens of Tasmania was his political philosophy and particularly the support he had expressed for J.T. Lang, the Labour leader in New South Wales. Lang's radical views were anathema to many Australians and Ogilvie's support for him was seen by many as confirmation that he was unprincipled in all aspects of his life.

His suspension from Cabinet by Lyons rankled deeply with him and the difference in the political philosophies of the two men accentuated the division between them, and was reflected in dissension within the Party which cost Labour the 1928 elections and made it probable that it would lose others until either Lyons or Ogilvie had conquered the other. However, Lyons's transfer to the House of Representatives gave Ogilvie the opportunity to become the leader of the Labour Party in Tasmania. He led the Party to victory in the 1934 elections and strengthened his position by vigorous efforts to lead the State out of the depression. His opposition to Lyons was strengthened by Lyons's departure from the Labour Party and in Hobart rumours were current that Ogilvie would enter federal politics as Labour leader in opposition to Lyons. He had received a record vote of 6,925 in the Franklin electorate in 1934, and would certainly have been elected to the House of Representatives if he had chosen to stand but, although he never contradicted the rumours, he gave no indication that he wished to enter a wider sphere. On the other hand, the Nationalist vote in Wilmot, Lyons's seat, fell from 64% in 1931 to 56% in the State elections of 1934. There was no possibility that Lyons would be defeated in a federal election but a fall of 8% at the same time as Ogilvie was receiving record support in his own electorate was not unnoticed by Lyons, and Ogilvie subtly used this situation to seek a greater share of the Commonwealth disbursement.

Many were vehemently opposed to him, but others were just as strong in their praise and support. Labour won fifteen seats in the 1934 elections and was also supported in the House by a candidate elected on the platform of Douglas Credit, but in fact Labour polled only 53,454 votes or 46% of the total. In 1937, after three years of Ogilvie's leadership of the State, his party polled 71,263 or 59% of the total votes, and gained eighteen of the 30 seats. Ogilvie himself received a record vote of 9,008 in a total of twelve candidates in an electorate of 26,385 citizens.

He was the dominant figure in Tasmania for the first five years after the elections which made him Premier but he died suddenly and unexpectedly in 1939. He was only 43 years old when he became Premier. He was the first Tasmanian Premier who was not directly responsible for a particular ministry, and in this way he left himself free to give his attention to policy matters in all departments. He was a forceful personality of considerable intelligence, abrasive arrogance and ruthless brillance, with great determination and a reluctance to observe the niceties of convention if he believed decisiveness was necessary. He left a deeper impression on Tasmania's history than any other leader of the State.

Ogilvie had been interested in education for its own sake, and not simply for political reward, although he certainly sought political reward for his educational policies. He was Minister for Education from 1923 to 1927, and one of his last Acts was to provide a Government subsidy for the superannuation fund of the Teachers Federation. For 32 years the teachers had sought some contribution to the fund by the Government, their employer, and it was not until August, 1938, that their wishes were met. The Nationalist Government had agreed in principle in 1929 to assist the fund but financial difficulties caused it to postpone any further consideration. In this matter, as in so many others, it was Ogilvie who implemented the proposal. His work for education was perhaps greater than in any other sphere. When he resigned his position as Minister for Education the Teachers Union claimed that he had been "the outstanding figure in Tasmanian politics and....had probably done more for Education than any of his predecessors". (Tas. T., December, 1927, p.9.) When he died he was 48. He had intended to become Chief Justice of Tasmania in July, 1939, when the position became vacant, but it was not to be.

A3 G.V. BROOKS

George Vickery Brooks was born two weeks after his parents arrived in South Australia in 1877 from Canada. He grew up in the small town of Meadows, in the hills 28 miles from Adelaide, and attended the Meadows school with about 45 other children from the surrounding district. He was appointed a monitor at Meadows at the age of fourteen years, and was a pupil-teacher in the neighboring town of Clarendon and at Le Fevre Peninsula School near Port Adelaide in the next four years. He was admitted to the Adelaide Teachers College in 1896 and was one of eleven teachers judged competent to enter the service of the Education Department at the end of that year. He was an assistant and then first assistant at three different schools in the next nine years and then accepted W.L. Neale's invitation to transfer to the Education Department of Tasmania.

Brooks was Neale's first "import" in 1906, and was immediately appointed First Assistant at Battery Point, then the Tasmanian Education Department's biggest, and probably best, school. In May, 1908, he was appointed Master of Method (in effect, head teacher) of Elizabeth St. Practising School, and he remained there until his appointment as Director. In that time he gained a high public reputation. He had been an outstanding teacher at Battery Point and in his term as Master of Method Elizabeth St. usually had better results in the Qualifying Certificate examination than any other school. With 71 successful candidates in an entry of 76 children in 1917, a proportion of 93% compared with 62% throughout the State, and with its students filling the first two positions in the list of Junior City Bursary winners, the school and its head teacher received considerable public commendation. In other years, the results were almost as good. During his term as Master of Method the enrolment of the school grew from 1,100 to 2,100 and the average daily attendance from 520 to 1,350. It was by far the biggest school in Tasmania and it was thought to be the biggest in Australia at that time.

Brooks was a man of great vitality and enthusiasm and often seemed to find it difficult to refrain from running from one part of the school to another. A brisk walk would become almost a jog as he moved

from one activity to the next. He displayed the same enthusiasm in the affairs of civic and professional bodies, serving as President of the Southern Teachers Association for three years and as President of the Teachers Union for two years. He played an active part in encouraging school children to subscribe to various patriotic funds during the war years and to supply bandages, socks and other items to the Red Cross. He was President of the Education Section of the Royal Society in 1918 and became further known to the public when Elizabeth St. School was used as an emergency hospital during the pneumonic influenza epidemic of 1919.

Brooks had completed the requirements for matriculation in 1900 during his early teaching career in South Australia, and by the end of 1905 he had completed most of the requirements for the degree of Bachelor of Science. In Adelaide at that time it was necessary to pass in six subjects, at least two of which had to be studied for at least two years, for the B.Sc. degree. Brooks had passed only five subjects when he accepted Neale's offer to transfer to Tasmania, and he had no time in the next few years to continue his studies. In 1909 he enrolled for Chemistry II at the University of Adelaide, but he failed the practical examination and was absent from the theory examination, and he made no further attempt to complete the Adelaide requirements.

The University of Tasmania had given Brooks credit for the subjects he passed in Adelaide, and required him only to complete Chemistry III for his degree. (Chemistry II in Adelaide was a two-years course and therefore Chemistry III in Tasmania was of equivalent standard). Brooks enrolled in this subject in 1909 and 1910, but in neither year did he present himself for final examination. He passed Education I and Education II in 1914 and 1915 respectively but made no further attempt to complete his B.Sc. course.

Brooks was a pragmatist and an opportunist. Each problem was examined and judged in the light of the situation as he saw it at the time, but not as part of a wider pattern of administration or development. Many of his teachers accused him of granting to one what he denied to another, alleging personal bias and a desire to please regardless of fairness. It is more likely, however, that Brooks, strongly believing

in the worth of the individual, carried this belief too far by examining the needs and suggestions of individuals without considering their effect on the whole educational scene, or their relation to other factors.

Certainly his support of the individual was strong and constant throughout his term of office, and the vitality this created in the Department is undeniable. Nevertheless, it was less productive than it might have been. Vitality without discrimination or direction does not cause progress. An administrative framework and an organisational basis are necessary to bring about a situation in which vitality is creative, and a philosophy of education is necessary to ensure that vitality has a positive effect.

Brooks's failure to gain public support for expenditure on education and his inability to convince the politicians that many of the schemes which he advocated were worthwhile were his greatest handicaps and it is not surprising that Fletcher, constantly re-iterating the desirability of accreditation at secondary level, gained strong Government support whereas Brooks, without constant policy, was given less opportunity to implement his ideas.

Brooks's great contribution to Tasmanian education is considered to be the establishment of area schools. The first was certainly built as a result of his suggestions but the concept of central schools in rural areas, providing courses to meet the post-primary needs of the children living in that district, was not new. There is some reason to believe that Brooks had previously rejected or ignored suggestions for this type of school, although it must be stressed that conditions in 1936 not only justified but made necessary the extension of secondary education to rural areas to a far greater extent than previously.

The raising of the school leaving age was accepted in Tasmania not only as an educational ideal, but even more as a political and economic expedient. Introduction of accreditation and freedom from externally-set examinations was due to Fletcher, who gained strong support from H.V. Biggins. There is little doubt that Brooks approved of Fletcher's suggestions but, as in all matters affecting secondary education, he was content to leave the planning and implementation of policy to Fletcher. Brooks learned of interstate practices at the regular bi-ennial Conferences

of Directors, and many of his innovations were copied from other states; he freely acknowledged this to be so. Others were due to the imagination and sympathetic approach to educational problems of H.T. Parker. Rarely did Brooks initiate new practices or theories; just as rarely did he stifle the initiative of his subordinates; and perhaps in the long run the latter factor was more important.

If his subordinates were enthusiastic and genuinely interested in the welfare of the children, as Parker was, Brooks strongly encouraged them to proceed as they wished and supported them without question or reservation in everything they did. If his subordinates were more competent in their particular spheres, as were Fletcher and Biggins in the field of secondary education, Brooks also allowed them a free hand in developing their ideas.

The unbounded enthusiasm of the Director and his support of the individuals in his Department could have given his State a variety and quality of education that would have been a model for most countries in the world if this enthusiasm and support had been guided by educational philosophy, strengthened by an administrative framework, aided by prosperity in the State, encouraged by an interested public and put into practice by a Government that believed in the importance of education. Brooks never enjoyed the privilege of directing his department with all these factors to assist him. He did little of lasting significance; perhaps no-one could have done more.

A4 JOSEPH MASTERS

Joseph Masters was an ordained minister of the Congregational Church, but in Albury in 1876 he resigned his ministry and became proprietor and principal of a school which he named the Albury High School. In 1887 the strain of this position proved too much for his health and he sought a more peaceful occupation as an inspector of the Education Department in Tasmania. Soon after he began duties his position was abolished as part of the reorganisation of the Department which followed the implementation of the Education Act of 1885. Masters was then appointed head teacher of the school at Deloraine but was reappointed an inspector in 1890.

When he became Director he was aged 55 and although there are frequent reports in Education Department publications to his fine scholarship and kind, gentle nature, there is considerable evidence that he was unskilled in the direction of personnel and in contemporary concepts of education, and completely inexperienced in all forms of education except in his own private school and in the Tasmanian Education Department.

Masters's inefficiency was so apparent that he was advised by Propsting in 1903, only three years after his appointment, that he was to be replaced as Director by A.L. Brockett, one of the Department's inspectors. Masters appealed to Propsting to reconsider his decision. Propsting, aware of the confusion and inefficiency in state education in Tasmania, decided to seek an objective assessment of all aspects of the Department's work before making a final decision. He requested the Premier of South Australia to make available W.L. Neale, the Chief Inspector in the Education Department of South Australia, to undertake the assessment.

Neale reported adversely on the condition of education in Tasmania and was then offered appointment as Director to implement the improvements he recommended. Masters was appointed Secretary for Education, and therefore became Neale's deputy, but Neale gave him no responsibility and virtually ignored him. Masters held the position of Secretary for Education until he retired, but it was only a nominal appointment.

A5 C.E.B. FLETCHER

C.E.B. Fletcher was born in Queensland in 1887. He became a pupil-teacher in New South Wales in 1904, was appointed to the staff of Sydney High School in 1910 and remained there till 1917. He graduated M.A. from the University of Sydney in 1916 and was appointed Inspector of High Schools in Tasmania from the beginning of 1918. For some time he was also responsible for the inspection of primary schools in the Derwent Valley but eventually was able to give full attention to the work of the High Schools. In 1931 he became Senior Inspector and in 1940 Secretary for Education, in effect Deputy Director. He became Director of Education on the retirement of Brooks in 1946.

Fletcher was a man of strong will and single-minded purpose, dedicated to the cause of state education. Intellectually superior to his colleagues in the Education Department and far more experienced than any others in the secondary field he was able to plan the development of the High Schools in Tasmania virtually without restraint.

A6 H.T.PARKER

H.T. Parker was born in 1890. He began his teaching career at Glen Innes, in New South Wales. His father, a Baptist minister, persuaded him to test his vocation in the church and Parker, introspective and fearful of public derision, decided to do so in a town where he was far from the sight of those who knew him and might mock any lack of success. He accepted a ministry in Moonah, a Hobart suburb, in 1913 but after a few months decided that this was not his vocation, and accepted a position in the Education Department of Tasmania in 1914.

At first Parker taught in the High Schools but after a few years requested a rural appointment. While he was teaching in small country schools he completed the B.A. and M.A. requirements of the University of Tasmania with great distinction, and as part of this work he carried out extensive testing of the children in his classes. McCoy knew of the work being done in this sphere in Sydney and although he was not convinced of its usefulness he felt that it would be wise if one of his officers kept abreast of developments in other states. When G.V. Brooks was appointed Director he also encouraged Parker's activities and appointed an acting Head Teacher of the Penquin School in 1920 while Parker travelled extensively in Tasmania testing children.

Parker was one of the first educators in Tasmania to stress the importance of vocational guidance and educational measurement. His early work came at the time when theories of educational measurement and the philosophies propounded by the New Education Fellowship were first publicised. Binet had devised his numerical scale of intellectual ability in 1905. Others developed his work and large-scale testing by the U.S. Army in 1917 and 1918 hastened its acceptance as an educational aid. The New Education Fellowship began in France in 1921 and Parker's wide reading made him well aware of its aims and activities.

In 1920, Parker contributed the first of many articles to the Educational Record, the Department's official publication. This was a lengthy three section report entitled "The Testing and Grading of Mental Capacity". Parker spent 1921 in Sydney extending his studies in Psychology and observing schools for retarded children. Parliament refused to allow Brooks to maintain Parker's salary during his absence,

but Brooks made him occasional small grants from various funds.

In 1922 Parker was appointed to the staff of the Teachers Collegé with the status of Supervisor of Special Classes. Parker visited many schools in Tasmania during his service as Supervisor of Special Classes (later, Supervisor of Special Schools) to advise headmasters of the problems and needs of retarded children and even visited the homes of these children in an effort to give them further help. There were frequent occasions when he would seek old clothing from his wife and take it to a poverty-stricken house he had visited on the previous day.

Despite Parker's unremitting efforts to improve Tasmanian education and the regard in which Brooks held him, no one thought to recompense him adequately. His appointment as Supervisor of Special Schools was a position created for him but not included in the Education Department classifications. Thus there was no provision for any increase in salary to be paid, and in 1931 Parker was compelled to seek special consideration in order to receive part of the increases which all other teachers had received in the preceeding nine years. After several attempts he was successful in convincing the Minister that an increase was justified - and again in 1940 had to remind the Minister that he had not received any increase since 1931!

He established Welfare Schools for retarded children in the 1920's, was active in publicising the value of broadcasting for educational purposes and was a member of the Federal Advisory Committee of the Australian Broadcasting Commission. He was one of those primarily responsible for revising admission procedures for the High Schools, was responsible for establishing the Activity School and played a significant role in the Education Department's attempt to introduce accreditation in place of externally-controlled examinations. In Parker, however, there was none of the ruthlessness or vehemence that characterised Fletcher at this time. Parker was concerned with assisting children. He often criticised procedures which he believed were unsound but never criticised those who believed these procedures were justified.

In 1934 he was appointed Psychologist and Supervisor of Research. In 1942 he left the Teachers College and established the

Psychology Office. In 1944, he was appointed an Education Officer and Chief Psychologist. When he retired the Educational Record reported that he was "always.... ahead of his time." (Ed. Rec., 15 April, 1955, p.74). The comment was justified. He exerted a lasting effect on the development of education in Tasmania.

A7. W.L. NEALE

William Lewis Neale was born in London in 1853 but migrated to South Australia with his parents at the age of three. He became a pupil teacher after completing his primary education, and then an assistant teacher and a head teacher in schools controlled by the Council of Education, which in 1878 was superseded by the Department of Education. In 1877 J.A. Hartley, President of the Council of Education, recognising Neale's ability, appointed him an assistant teacher at the City Model School in Adelaide in order to give him an opportunity to acquaint himself with the latest teaching methods. Thereafter his promotion was rapid and he became an Inspector in 1891.

Neale displayed outstanding ability in fields as divergent as curriculum improvement and the introduction of a super-annuation scheme for State public servants. His reputation was so high that inspectors and teachers visiting South Australia from other states and New Zealand particularly sought opportunities to meet him and to seek his advice.

Neale's early professional career co-incided with Hartley's presidency of the Council of Education and Neale accepted and endorsed the principle of strong centralised authority that Hartley built in South Australia. This was the only way, he felt, that policy could be implemented throughout the State and the only way in which the children could be protected from the inefficiency and lack of experience of many teachers. Neale also welcomed the "importation" of young competent teachers to South Australia from Victoria and New South Wales. Hartley found teaching standards in South Australia to be very low when he was appointed President of the Council and he sought to bring about an immediate improvement by appointing capable young qualified men to important positions where their presence would not only raise the teaching standards in their schools but would also provide an example for their less capable colleagues to follow. Western Australia had, for similar reasons, "imported" South Australian and New South Wales teachers in 1896.

Neale was an idealist able to envisage a perfect education

system, and a realist able to plan each step towards the accomplishment of his goal. His dream of an ideal tended to cause some intolerance of those who obstructed or even failed to share his aims, and it was his lack of concern for the less capable teachers and lack of tact in dealing with the public that caused his downfall. Even his strongest critics acknowledged his outstanding ability.

A8 W.T. McCOY

W.T. McCoy's first appointment was as a pupil-teacher at Ultimo Public School in Sydney in 1881. He attended the Fort St. Training School in 1885 and was then appointed an assistant, first assistant and head teacher in various schools in the Education Department of New South Wales. In April, 1904, he was appointed an Inspector of Schools. He was serving in that position in Lismore when he was appointed Director of Education in Tasmania in February, 1910.

McCoy was a big bluff man of strong personality and commanding presence who brought with him to Tasmania much of the educational philosophy and organisation which had developed in New South Wales since the brilliant young Peter Board became Director there in 1905. He also brought a well-deserved reputation for tactfulness, and assured his teachers even before he assumed his office that he believed them to be competent and conscientious. Although his later comments contradicted this opinion he was wise at the time to placate and re-assure the teachers, who responded with goodwill and willingness to accept direction more easily than from Neale.

McCoy was fortunate to have the support of sympathetic Ministers during his term of office and, in fact, J.A. Lyons showed such initiative and interest in education when he was Minister from 1914 to 1916 that he overshadowed McCoy. Nevertheless, it was McCoy who healed the divisions that were so apparent when he was appointed and this achievement was more valuable to the education of the State than any contribution a Minister could make. McCoy's other great contribution to the development of education in Tasmania was the provision of a sound administrative and organisational framework within which future development could take place.

The innovations he made were in the secondary field; in most cases they were adaptations of contemporary New South Wales practice implemented and supervised by New South Wales educators. They gave to secondary education in Tasmania a New South Wales influence that was just as strong as the South Australian influence that Neale had given to primary education.

When McCoy resigned, the following tribute was paid to him:

"His capable administration, his strong determination, his indefatigable powers for work, his ability as a problem-solver, his keen interest in teachers' and children's welfare, his human sympathy and genuine humanity, his wide views of the purpose of education, his genial social gifts - all mark him as a strong man. More than this, they have endeared him to the service which he vitalised with high ideals". (Ed. Rec., 15 November, 1919, p.151).

B. EDUCATIONAL

The Non-State Schools

The development of education in Tasmania was affected by political and social pressures to a greater degree than in larger, less conservative states. In turn, political and social pressures on education were influenced by the high regard in which many of the non-state schools were held. In the period under review many citizens believed that these schools offered sufficient educational opportunities for those who needed to be educated and that provision of education by the State was therefore not a matter of vital concern. Thus the influence of the non-state schools on the development of state education tended to be negative, but was certainly significant at particular times. Accordingly, it is necessary to examine their growth and status at these times ——

B1	At the beginning of the new century.
B2	When the first High Schools were established.
B3	During the financial difficulties after the first war.
B4	During the Great Depression.

B1 THE NON-STATE SCHOOLS AT THE BEGINNING OF THE NEW CENTURY

At the beginning of the 20th century there were several non-state schools that were held in such high regard that it seemed unnecessary, and wasteful of Tasmania's limited finance, for the State to provide any but the most elementary educational facilities. A few of the Catholic schools and a few proprietorial schools were well regarded but there were five schools modelled on the Public Schools of England which, more than any others, gave rise to this attitude.

Launceston Church Grammar School had been founded in June, 1846, and The Hutchins School only six weeks later. Both were boys schools under the auspices of the Church of England. The Collegiate School of St. Michael was opened for boys and girls by the Anglican Sisters of the Church in 1892, but only girls were enrolled after 1898. The Launceston Ladies College had been established in 1886 by the Methodist Church and the co-educational Friends High School was opened by the Society of Friends in 1887. All five schools had both secondary and primary sections.

The first two of these schools had been most influential and well respected for many years, partly because of the contribution their former scholars were making to the colony's growth, partly because of the high esteem in which their headmasters were held, and perhaps also because they had survived the vicissitudes of an uncongenial environment for so long! The Report of the Commissioners of 1860 states:

> "There are three whose claim, in several points of view, appears to stand pre-eminent. These are the High School and Hutchins School in Hobart Town, and the Grammar School in Launceston....They have....taken root in the sympathies of the people....they are now under the guidance of gentlemen.... not only Graduates, but Graduates in honours, of the great Universities of England" 1

The High School, which had been established in 1847, closed in 1884, leaving The Hutchins School and the Launceston Church Grammar School

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1. Report of the Commissioners appointed by His Excellency to enquire into the state of superior and general education in Tasmania: J PP, Vol.V, 24 Vict. No.28, p.13 .

alone to enjoy their public prestige. They celebrated the fiftieth jubilee of their foundation in 1896 with great ceremony, and the attendant publicity again brought their achievements before the public. Three years later their status was increased still further by the high rate of enlistment of their former scholars in the Boer War, by the appointment of a former scholar of Launceston Church Grammar School as leader of the Tasmanian contingent and by his subsequent appointment in 1902 to lead the Australian contingent at the coronation of King Edward VII, and because the first two Victoria Crosses awarded to Australian soldiers in the Boer War were won by former scholars of The Hutchins School.

In 1901 Launceston Church Grammar School had an enrolment of 152 boys, of whom 64 were older than thirteen years and of whom 43 were boarders. The two co-principals had four teachers to assist them, as well as a drill sergeant to attend to physical culture and discipline. The six members of the professional staff were all university graduates. The school's former scholars included the Chief Secretary of the Colony at the time of federation and three members of the Senate in the early years of the federal government. Hutchins was then much smaller, with an enrolment of only 50 boys, of whom only eighteen were more than thirteen years of age, and with only four teachers.

Both schools maintained a high level of scholarship among their best students. The Hutchins School's pupils had been awarded more than one-third of all the "degrees"[2] of Associate of Arts awarded by the Council of Education and the Education Department. Scholars of the two schools had also won 27 of the 47 Scholarships,[3] which were awarded by the State Government to enable outstanding scholars to continue their studies at an English University before there was any University in Tasmania.

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2. This "degree" was awarded until the University of Tasmania was established to students who had reached the standard of the fourth year of secondary education.

3. These scholarships, which were valued at £200 p.a. for four years, were first awarded in 1862 and one or two were awarded each year until 1893.

The publicly-advertised sporting activities of the schools were well patronised by the citizens of the two towns, and when the schools began "state premiership" contests they were strongly supported by their respective towns, between which there was considerable rivalry and at times bitter jealousy. The Hutchins School defeated Launceston Church Grammar School in the first intertown cricket match in 1894, and Launceston Church Grammar School defeated Officer College, Hobart, in the first football "premiership" in 1891.

Many Tasmanians had no interest in any schools or the educational services they provided, but by their scholastic record, their sporting activities and the contribution to colonial affairs of their former scholars these two schools had gained very strong support by the start of the new century from those who were interested.

The other three schools had had less time to make an impact on the life of the colony when federation came, but all were gaining respect and support. The Friends High School commenced with 33 scholars under the headmastership of Samuel Clemes, an English Friend, whose appointment had been proposed by the London Committee of the Society of Friends when the Hobart Monthly Meeting suggested that a school for Friends should be established in Hobart. In 1889 a spacious home with five acres of land was purchased for £4,000, lent to the Friends by the Baptist Union. Enrolment was then 96 and it grew to 185 in 1900, of whom about 30 were boarders.

Horton College, a Methodist school for boys, had flourished in the early years after its foundation in 1855, when it was the first Methodist boys school in Australia, but it collapsed in 1893 as a result of the economic depression of that period. Its early success, however, inspired Methodists to establish the Launceston Ladies College in 1886, utilising £500 bequeathed by Miss Cowie in 1863 for "a Wesleyan College for ladies". The regard in which education was held by a few Tasmanians is illustrated by the salary of £400 offered to the Headmaster of the Ladies College, and £150 to the "lady principal" (the latter of whom was also to receive board and lodging without charge) when the school was first opened, with an enrolment of 61 girls. This was a period of

comparative affluence in Tasmania, and the Methodist church was forced to lower the salaries paid to its teachers in later years, but the contrast between these figures and those that applied in the Education Department illustrate the different view-point of the Church and the State towards the education of their people.[4]
In 1903 Miss Mary Fox, the 25 year old daughter of a former headmaster of Horton College, was appointed Principal of the Launceston Ladies College, which was becoming known as the Methodist Ladies College. She remained in office for 38 years and her ability and reputation played a great part in the growth of the College and of the non-state schools in Tasmania.

The Collegiate School of St. Michael was opened by the Sisters of the Church in September, 1892. There were then only twelve pupils, but the number grew to 67 by the end of 1893 and remained at about that level until the end of the century. In 1898 a large house was purchased in Hobart to provide accomodation for the Sisters and those girls who were boarders. Despite its brief history the school was held in high regard by the citizens of Hobart.

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4. In 1886 there were four teachers and five monitors at the Battery Point State School, usually regarded as the best state school in Tasmania at the time. The total salaries received by these nine people were £455. At Charles Street School in Launceston, the best state school in that city, two teachers and eleven monitors were paid a total of $520 in that year.

B2 THE NON-STATE SCHOOLS AT THE TIME OF THE ESTABLISHMENT OF THE FIRST HIGH SCHOOLS

After the passing of the Registration of Teachers and Schools Act of 1906 many of the privately-owned schools found considerable difficulty in remaining open. The proprietors of some of them accepted a position on the staff of other schools, "selling their good-will" to these schools. By this means The Hutchins School absorbed three schools of fine reputation in Hobart.

King's Grammar School was founded in 1903 by Major G.A.Gurney, a former co-principal of The Hutchins School, and E.I. Gower, formerly headmaster of The Friends School, and on its staff were D.B.Blackwood, later Bishop of Gippsland, R.L. Dunbabin, later Professor of Classics at the University of Tasmania, L.F. Giblin, later Commonwealth Statistician and Professor of Economics at Melbourne University, and two young men, J. Orr and A.H.Clerke, who were both awarded Rhodes Scholarships while they were teaching at the school. King's Grammar School amalgamated with Hutchins in 1906 but in the brief period of its existence the high repute of its staff and its success in the field of sport gained it strong public support, most of which was transferred to Hutchins when amalgamation took place.

Queen's College had a longer career, being founded in 1893 and remaining in existence till 1912. The Headmaster throughout the life of the school was A.A. Stephens, a man of strong character and high reputation, who accepted the Vice-Mastership of Hutchins in 1912, taking with him to that school most of his former 120 pupils.

Franklin House School was founded in 1906 and closed in 1914. It was fortunate in persuading Giblin to join the staff when the King's Grammar School closed, but was itself forced to close when Giblin enlisted in 1914 and the difficulties of war-time were accentuated by the opening of the state High School in Hobart. The Hutchins School was invited to take over the School, and did so.

The Hutchins School was very closely connected with Christ College, the theological and University College of the Church of England, and in 1912 the two institutions were amalgamated in the hope of effecting economies. The headmaster of the School became at the same

time warden of the College, and the senior classes of the School were instructed by the staff of the College, while the School remained responsible for the younger boys. The headmaster was responsible to the Bishop of Tasmania for the affairs of the College and to a Board of Management, created in that year, for the conduct of the School.

In 1913, a boarding house was erected and anew wing was added to the classroom buildings, giving considerable emphasis to facilities for teaching science. The expenditure was financed by £1,500 raised by the Old Scholars Association which began its activities in 1912, and which played a major role in keeping the School's accomplishments known to the public. In 1917 the School returned to its former independent existence, but the financial and often intangible benefits of the temporary liaison were of lasting benefit.

The High School in Launceston had been founded in 1885 by E.A. Nathan, who had for some time been on the staff of Launceston Church Grammar School. Nathan was well respected in the northern part of the State and within a year of its foundation his school's enrolment was 110. When he retired in 1899, R.E. Smith, a former scholar of Launceston Church Grammar School, took his place. However, enrolment fell gradually and in 1913 only nine new scholars entered the school. In this year Smith joined the staff of the Grammar School, and took his pupils to that school with him.

Some of the other non-state schools grew simply because their reputation attracted a greater enrolment. From its foundation in 1887 the Friends High School had been governed by members of the Society of Friends in Hobart, although considerable financial assistance was given by Friends in London. In 1903, in order to bring Friends on the mainland and in London into more direct responsibility the Committee of Management was appointed by the London Yearly Meeting, although effective control remained with Friends in Hobart. At the end of its first 25 years in 1912 the school had 217 scholars and eleven teachers.

At about the same time the Catholic Church established a secondary school for boarders and day-boys in Hobart. Previous attempts by the Church to offer secondary education for boys had been spasmodic and generally unsuccessful because they depended so much on one or two individuals. Only with the coming of a teaching order could reasonable

continuity of education be expected. Efforts had been made for 60 years to persuade the Christian Brothers in Ireland to send members of its order to Tasmania to open schools for Catholic children, but it was not until late in 1910 that four brothers arrived, to provide teaching staff for St. Virgil's College. The College began its work at the beginning of 1911, with only £150 of the cost of £6,000 still owing. Strangely, more than 75% of the cost had been contributed by Catholics living in the northern part of the State. One other Christian Brother arrived in 1911 and the five teachers in this year taught 150 boys, including 50 boarders, in all grades up to Senior Public examination standard.

B3 THE NON-STATE SCHOOLS DURING THE STATE'S FINANCIAL DIFFICULTIES AFTER THE FIRST WAR

Some of the privately owned schools, particularly in rural areas, lost enrolment during the war when parents withdrew their children from school to replace employees who had enlisted for active service, and late in 1919 a serious outbreak of pneumonic influenza caused the Government to close all schools, thus reducing the income of those schools whose income depended on the number who attended. However, most of the non-state schools expanded during the early 1920's when economic and political difficulties prevented the Government giving full attention to its own schools. This was particularly so in the case of two schools whose headmasters were outstanding public figures.

In 1917, the Revd. C.G. Wilkinson, Principal of Launceston Church Grammar School for 23 years, retired and was replaced by the Revd. J.W. Bethune. The school had grown steadily during the war years, its enrolment being less affected than the enrolment of schools in the southern part of the state, and Bethune's appointment gave its growth further impetus. Bethune had a distinguished academic and sporting record at Oxford and he had been a vigorous and highly respected rector of one of the parishes in Launceston in the early years of the war. He then served with distinction as chaplain of the army camp at Claremont, near Hobart, during the war and his appointment in 1918 greatly added to the prestige of the school.

Bethune was offered appointment as Headmaster of Sydney Church of England Grammar School in 1922, but he declined the offer. Both the offer of appointment and his decision not to accept it increased further the status of the school.

Bethune's driving force persuaded his Board of Management in 1923 to rebuild the school three miles from the centre of the city on a 25 acres site that was extra-ordinarily spacious for that period. The land was purchased for £2,700 and £38,000 was spent to erect classrooms and also facilities for the school's boarders. (In 1923 the Education

Department, with an average daily attendance of 26,200 pupils, spent £12,750 on land and buildings, but Launceston Church Grammar School, with less than 200 pupils, spent £40,700). The Prime Minister of Australia, S.M. Bruce, journeyed to Launceston to lay the foundation stone of the new building on April 18, 1923, and classes on the new site commenced in 1924.

The non-state schools in Launceston were strengthened by the foundation of St. Patrick's College in 1919. In response to an appeal from the Catholic parishoners in Launceston, the Christian Brothers opened St. Patrick's College in an imposing building erected at a cost of £10,000 with eight classrooms and a science room. The Catholics of northern Tasmania had been generous in their contributions to St. Virgil's College because they saw the opportunity to enrol their sons as boarders in a Catholic secondary school, but many families were unable or unwilling to send their sons away from home, and a school in Launceston solved their problems.

Some Catholic boys who had previously attended Launceston Church Grammar School transferred their enrolment to St. Patrick's but the high reputation of J.W. Bethune attracted replacements for those who left. The strength of the non-state schools was increased considerably by the extension of Catholic secondary education to the north of the island without any ill effect on the other schools.

The non-state schools in Launceston were further strengthened by a change in the status of Scotch College. Until 1924 it was privately-owned, although in 1914 it had been recognised as a Presbyterian School. In 1924 it was threatened with closure by the illness of the proprietor and his inability to sell the school until six graziers from the midlands of Tasmania formed a private company to buy and operate the school. They sought theadvice of the Presbyterian Church of Victoria in finding a headmaster and the Church recommended W.W.V. Briggs. Thus the non-state schools in the north of the state, with Bethune, Briggs and Miss Fox as their leaders, and St. Patrick's College adding the strength of the Catholic Church to their cause, prospered and grew.

In Hobart also their status was increased by a wise appointment. In 1921 the London Yearly Meeting of Friends decided to

transfer control of The Friends High School to the Australian General Meeting. The executive authority had rested with a committee appointed by members of the Society of Friends in Hobart, but liberal financial assistance had been given by the London Friends, and it was with consternation and considerable surprise (for they had not been consulted) that the Australian Friends learned of their new responsibilities. At the general meeting of Australian Friends in 1923 a Board of Governors was appointed and control of the school passed to the Board from that date. One month after the appointment of the Board Ernest Unwin arrived from England and assumed office as headmaster of the school. Within a few years he had established Preparatory Schools at Lindisfarne and Sandy Bay, had extended the playing facilities for the scholars and had considerably increased the number of classrooms. Not only in his own school did Unwin earn a high reputation. Unwin's role in the development of education in Tasmania in the next twenty years was considerable.

In 1922 the name of Leslie House School, founded by Samuel Clemes in 1900, was changed to Clemes College in honour of its founder, and his son William became headmaster. William was as well respected as his father and his appointment enhanced the reputation of the non-state schools in Hobart.

The Hutchins School continued to increase in strength. Its liaison with Christ College continued until 1926, when an Act of Parliament separated the two institutions and provided a constitution for them and for Launceston Church Grammar School. In the period between 1912 and 1924 Hutchins grew rapidly and enrolment passed 200 for the first time. Former scholars of the school had been awarded the Rhodes Scholarship nine times in this period, and the school was gaining a very high academic reputation, particularly in the field ofscience. In 1920 Hutchins scholars were awarded all seven science scholarships awarded by the University on the results of the Senior Public examinations, and each year a majority of these scholarships were won by Hutchins boys. In 1926 a War Memorial Library was built - at a time when the library in the High Schools was only a cupboard.

The growth of St. Virgil's College since its foundation in 1911 had also strengthened the non-state schools. In 1925 its enrolment was 327, including 157 secondary scholars, of whom 47 were boarders. A.G. Ogilvie,

who had received his early education at St. Virgil's College before transferring to St. Patrick's College in Ballarat, had been elected President of the Old Scholars Association in 1923, and the College was beginning to build a strong reputation for its sports teams.

A Secondary Teachers Association, representing teachers in the non-state secondary schools, had been formed in 1915 but its membership was limited to the principals of aboutten schools and a few of the teachers. Most of the 313 teachers in non-state schools at this time were uninterested in its work, a few opposed it and many did not know of its existence! In 1920 the Association sought to persuade the University to institute a Diploma of Education course, mainly to provide teacher-training for men and women wishing to teach in the non-state schools, but the University claimed that it could not afford to institute such a course and the matter was not pursued. Most of the activity of the Association, however, was restricted to the presentation of professional papers and it made little impact on the profession or the public.

B4 THE NON-STATE SCHOOLS DURING THE GREAT DEPRESSION

The non-state schools grew in strength during the financial difficulties of the 1920's, and were far less affected by the Great Depression than the state secondary schools.

Until the end of 1930 it had been the non-Catholic schools that showed the greatest increase. St. Michael's Collegiate School had a record enrolment of 287 in 1930 and Broadland House School was so confident of its future that it began construction of a new assembly hall and domestic science room in this year. At The Hutchins School the boarding enrolment had increased from 38 to 55 in 1930 and the other non-Catholic schools reported that the year had been satisfactory when they presented their annual reports.

The situation in 1931, however, was different. The Catholic schools - nearly all of them day schools with low fees and strongly supported by their Church - were only very slightly affected by the onset of the Great Depression. The total enrolment in most of the other schools was not much lower than in previous years, and in some cases actually increased. Broadland House School reported an increase from 82 scholars in 1931 to 88 in 1932 and 97 in 1933. Scotch College in 1933 had the highest enrolment in its history. The Friends School, not knownas the Friends High School after 1930, had 409 scholars in 1933, not much below its peak enrolment of 446 in 1929. However, many parents had been allowed remission of fees by the schools, because of the financial difficulties they faced, and thus a rising enrolment often disguised a falling income. In addition, the number of boarders fell in the non-Catholic schools, and this was responsible for a further considerable fall in their income.

By 1935 and 1936, however, the non-state schools were resuming their expansion, despite the criticism of them at this time. In 1936 Methodist Ladies College opened a new wing and Broadland House School did the same in 1937. In 1938 a new Catholic School for girls, St. Thomas More's, was built in Launceston at a cost of £9,129. It was the 35th Roman Catholic school in Tasmania and was regarded by the public as an indication of the Church's confidence in its own system of education.

C. STATISTICAL

C1 The expenditure on education per head of population.

C2 The enrolment of the non-state schools.

C3 The qualifications of teachers.

C4 The number of teachers and children.

C5 The total expenditure on education.

C6 The expenditure on education per head of attendance.

C7 The total expenditure by the State from consolidated revenue.

C8 The proportion of Tasmania's consolidated revenue devoted to state education.

C9 The salaries of teachers before the Great Depression.

C1. THE EXPENDITURE ON EDUCATION PER HEAD OF POPULATION

The expenditure on education by the Tasmanian Government, calculated per person of those resident in the State, was lower than the average expenditure per person throughout Australia until the 1942-43 financial year. The table below shows the increase in Tasmania each year from 1906-07, when the Commonwealth Year Book first records these figures, until 1950-51, and also shows, in comparison, the "all-states average" in these years.

Year	Expenditure in Tasmania.	All-states Average Expenditure.
1906-07	7. 7	12. 1
1907-08	7. 9	12. 6
1908-09	8. 6	13. 2
1909-10	9. 2	13. 9
1910-11	9. 4	14. 3
1911-12	9. 9	15. 9
1912-13	10. 2	16. 0
1913-14	11. 1	16. 7
1914-15	12. 4	16.11
1915-16	12. 7	17. 3
1916-17	13. 2	18. 6
1917-18	13.10	19. 6
1918-19	15. 4	1. 0. 5
1919-20	16. 6	1. 2. 3
1920-21	1. 4. 8	1. 9. 3
1921-22	1. 5. 5	1.10. 6
1922-23	1. 5. 9	1. 9. 9
1923-24	1. 4. 9	1.10. 1
1924-25	1. 6. 2	1.10.11
1925-26	1. 7. 5	1.12. 0
1926-27	1. 8. 6	1.13. 1
1927-28	1. 9. 4	1.14. 6
1928-29	1.10. 4	1.16.10
1929-30	1.10. 7	1.16. 8

1930-31	1. 8. 3	1.14.10
1931-32	1. 3. 0	1.10. 1
1932-33	1. 1. 5	1. 8. 6
1033-34	1. 2. 1	1. 8. 1
1934-35	1. 5. 9	1. 9. 5
1935-36	1. 8. 3	1.11. 7
1936-37	1. 9.11	1.13. 0
1037-38	1.11.10	1.15. 6
1938-39	1.13. 0	1.16. 7
1939-40	1.13. 7	1.16.10
1940-41	1.14. 3	1.17. 3
1941-42	1.16. 9	1.17. 8
1942-43	1.19.10	1.17. 0
1943-44	2. 2. 5	1.18.10
1944-45	2. 7.10	2. 2.10
1945-46	N/A	N/A
1946-47	3. 4. 0	2.15. 2
1947-48	N/A	N/A
1948-49	4. 5.10	3.11. 6
1959-50	N/A	N/A
1950-51	5.12. 6	4.16. 8

C2 THE ENROLMENT OF THE NON-STATE SCHOOLS

Only the gross enrolment of the non-state schools was shown until 1906, but these figures are worthless. Many proprietors of private schools did not notify the existence of their school until thisdate, and the "enrolment" of the schools that sent returns until then often included children who rarely attended.

Year	Number of Schools	Gross Enrolment	Actual Enrolment
1900	229	10,199	
1901	215	10,373	
1902	197	9963	
1903	177	8843	
1904	143	7289	
1905	167	8323	
1906	204	8833	7979
1907	187		7719
1908	156		7084
1909	140		6513
1810	126		6278
1911	112		5983
1912	113		6245
1913	106		6112
1914	93		5723
1915	92		5944
1916	93		5856
1917	84		5744
1918	78		5667
1919	77		5511
1920	84		5872
1921	80		5974
1922	74		5893
1923	78		6260
1924	79		6273
1925	75		6103

1926	71	6403
1927	70	6073
1928	66	5898
1929	68	5926
1930	66	5818
1931	65	5621
1932	67	5787
1933	67	5586
1934	65	5704
1935	66	5831
1936	64	5784
1937	62	6004
1938	64	6058
1939	63	6261
1940	61	6255
1941	63	6378
1942	63	6631
1943	62	6910
1944	61	7065
1945	59	7034
1946	58	7405
1947	58	7528
1948	58	7717
1949	57	7926
1950	57	8330

C3. THE QUALIFICATIONS OF THE TEACHERS IN THE STATE SCHOOLS

It was not until the appointment of W.L. Neale as Director of Education in 1905 that there is any reference in the official papers of the Education Department to the number of qualified, or certificated, teachers in the Department. The details below set out the total number of teachers in the primary and secondary schools of the Department who were certificated, the ratio of certificated teachers to the total number of teachers and the ratio of certificated teachers to the average daily attendance of children in the primary and secondary schools of the Department.

Year.	Number of certificated teachers.	Ratio of certificated teachers to total teachers.	Ratio of certificated teachers to average daily attendance.
1905	146	0.28	0.010
1906	154	0.32	0.011
1907	148	0.31	0.010
1908	152	0.30	0.010
1909	165	0.38	0.009
1910	231	0.44	0.013
1911	233	0.45	0.013
1912	246	0.47	0.013
1913	263	0.49	0.012
1914	274	0.48	0.012
1915	294	0.51	0.013
1916	300	0.50	0.013
1917	305	0.49	0.013
1918	340	0.53	0.014
1919	366	0.55	0.014
1920	375	0.56	0.015
1921	401	0.56	0.015
1922	414	0.58	0.015
1923	467	0.61	0.018
1924	477	0.60	0.018
1925	486	0.57	0.018
1926	515	0.60	0.018
1927	500	0.59	0.018
1928	510	0.58	0.019

1929	524	0.59	0.019
1930	544	0.64	0.019
1931	544	0.67	0.019
1932	570	0.70	0.019
1933	589	0.72	0.020
1934	610	0.73	0.021
1935	647	0.74	0.023
1936	663	0.74	0.023
1937	684	0.76	0.024
1938	688	0.75	0.025
1939	707	0.77	0.026
1940	519	0.58	0.020
1941	493	0.54	0.018
1942	532	0.55	0.020
1943	546	0.55	0.021
1944	550	0.56	0.021
1945	555	0.54	0.020
1946	570	0.58	0.020
1947	575	0.62	0.019
1948	710	0.71	0.023
1949	718	0.69	0.022
1950	698	0.59	0.020

C4. THE NUMBER OF TEACHERS AND CHILDREN IN THE STATE SCHOOLS

It was not until 1905 that accurate information is available concerning thenumber of teachers employed in the primary and secondary schools of the Education Department. The figures shown below do not include Teachers College students, either attending the College or "practice-teaching" in the schools with the status of Junior Teachers. They do not include pupil-teachers or monitors. Until 1905 all "instructors", including College students, Junior Teachers, pupil teachers and monitors, were classified as "teachers".

Year.	Number of Teachers	Average Daily Attendance.	Ratio children to teachers.
1905	522	14,112	27.0
1906	476	13,729	28.8
1907	485	14,464	29.8
1908	500	15,952	31.9
1909	540	17.391	32.2
1910	520	17,974	34.6
1911	522	18,130	34.7
1912	525	19,561	37.3
1913	534	21,174	39.6
1914	569	22,531	39.7
1915	581	23,285	40.0
1916	605	23,295	38.5
1917	623	24,299	38.9
1918	641	24,650	38.4
1919	662	25,081	37.9
1920	675	25,498	37.8
1921	711	26,145	36.8
1922	719	27,160	37.8
1923	763	26,200	34.3
1924	802	26,197	32.7
1925	854	27,539	32.2
1926	860	27,880	32.4
1927	831	27,862	33.2
1928	875	27,000	30.9
1929	886	28,036	31.6

1930	847	29,001	34.2
1931	817	28,187	35.7
1932	819	29,173	35.6
1933	821	29,172	35.5
1934	834	28,533	34.2
1935	878	28,571	32.5
1936	900	28,483	31.6
1937	902	28,433	31.5
1938	916	27,496	30.0
1939	916	27,321	29.8
1940	892	26,253	29.4
1941	909	26,761	29.4
1942	959	26,185	27.3
1943	987	26,420	26.8
1944	990	26,741	27.0
1945	1,023	27,322	26.7
1946	979	27,855	28.4
1947	924	30,028	32.5
1948	997	31,214	31.3
1949	1,035	32,840	31.7
1950	1,175	34,709	28.7

C5. THE TOTAL EXPENDITURE ON STATE EDUCATION IN TASMANIA

The expenditure by the State on education from 1900 to 1950 is shown in the table below. The figures under the heading "Current Expenses" refer to all expenditure except the cost of land and buildings, and the cost of the repair and maintenance of the buildings. The "Current Expenses" include the cost of administration, inspection, teacher-training, various ancillary services and the work of the special schools, as well as the basic cost of primary and secondary education.

Year.	Current Expenses.	Building and Land.	Repairs and Maintenance.	Total
1900	43,627	11,685	1,456	56,768
1901	57,381	8,142	2,474	67,997
1902	58,332	5,541	2,253	66,126
1903	59,026	3,872	1,746	64,644
1904	60,763	2,824	1,679	65,266
1905	56,704	N/A	923	N/A
1906	46,259	1,512	11,560	59,331
1907	59,096	7,216	2,121	68,433
1908	62,562	8,659	2,502	73,723
1909	70,125	8,442	2,839	81,406
1910	71,664	16,957	2,597	91,218
1911	79,216	16,547	4,459	100,222
1912	82,631	9,423	3,205	95,259
1913	87,440	16,456	3,332	107,228
1914	101,319	20,232	3,828	125,378
1915	106,497	20,638	4,483	131,618
1916	111,140	24,959	3,831	139,930
1917	115,546	19,156	2,509	137,211
1918	125,572	5,304	3,577	134,453
1919	142,076	18,374	5,520	165,970
1920	182,822	14,204	5,201	202,227
1921	230,130	45,765	7,292	283,187
1922	239,115	26,515	4,812	270,442
1923	225,260	7,860	4,890	238,010
1924	240,786	15,909	4,733	261,428

1925	246,428	37,389	5,857	289,674
1926	251,305	25,532	9,183	286,020
1927	257,652	16,900	4,850	279,402
1928	266,279	31,139	13,009	310,427
1929	269,201	26,610	6,190	302,001
1930	272,250	13,960	9,097	295,307
1931	234,728	686	3,120	244,624
1932	207,273	572	4,145	211,990
1933	208,125	2,607	7,319	218,061
1934	220,597	16,259	8,664	245,520
1935	251,523	25,154	28,425	305,102
1936	269,679	42,523	18,287	330,489
1937	299,521	49,532	12,583	361,636
1938	310,898	58,935	12,025	381,858
1939	323,117	44,488	15,521	383,126
1940	328,537	58,640	10,410	397,587
1941	341,321	40,495	14,327	396,143
1942	403,734	14,670	12,891	431,295
1943	458,363	23,974	16,398	498,735
1944	422,916	40,651	21,461	485,028
1945	431,401	42,019	22,716	496,136
1946	580,865	83,925	34,027	698,817
1947	644,032	65,958	36,669	746,659
1948	726,703	138,605	63,468	928,776
1949	830,015	243,680	77,363	1,151,058
1950	896,453	377,883	86,617	1,360,953

C6. THE EXPENDITURE ON EDUCATION PER HEAD OF ATTENDANCE

The expenditure on education by the Tasmanian Government, calculated per person of those attending state schools, was lower than the expenditure per person throughout Australia in each year for which information is available. The table below shows the expenditure in Tasmania each year from the beginning of the century until 1920, which is the last year for which the Commonwealth Year Book gives these details.

Year	Expenditure in Tasmania.	All-states Average Expenditure.
1901	2.12.11	4. 0. 8
1902	3. 6. 3	4. 3. 5
1903	3. 9. 8	4. 6. 0
1904	3. 9.10	4. 7.10
1905	3. 3. 8	4. 9. 4
1906	3. 6. 6	4.11. 8
1907	3.12. 9	4.17. 4
1908	3.15. 9	5. 3. 3
1909	4. 4. 7	5. 3.11
1910	4. 3. 4	5.10. 5
1911	4.13. 0	5.16. 8
1912	4. 8. 5	6. 4.11
1913	4. 6. 5	6. 8. 9
1914	4.13. 2	6. 7. 7
1915	4.15. 4	6. 8.11
1916	4.15. 5	6.11. 4
1917	4.15. 1	6.13. 0
1918	5. 1.11	6.18. 5
1919	5.13. 4	7. 9. 9
1920	7. 3. 5	9. 6. 6

C7 THE TOTAL EXPENDITURE BY THE STATE FROM CONSOLIDATED REVENUE

The total expenditure by the State of Tasmania for all purposes is shown below for the fifty years from 1901 to 1950. Each figure represents £1,000.

1901-02	870	1926-27	2855
1902-03	850	1927-28	2867
1903-04	879	1928-29	2855
1904-05	840	1929-30	2981
1905-06	853	1930-31	2854
1906-07	913	1931-32	2657
1907-08	929	1932-33	2577
1908-09	960	1933-34	2746
1909-10	997	1934-35	2991
1910-11	1016	1935-36	3247
1911-12	1064	1936-37	3443
1912-13	1095	1937-38	3632
1913-14	1235	1938-39	3640
1914-15	1384	1939-40	3052
1915-16	1340	1940-41	3103
1916-17	1412	1941-42	3357
1917-18	1459	1942-43	3400
1918-19	1644	1943-44	3469
1919-20	1828	1944-45	3676
1920-21	2189	1945-46	4034
1921-22	2302	1946-47	4573
1922-23	2472	1947-48	5102
1923-24	2658	1948-49	5845
1924-25	2675	1949-50	7344
1925-26	2698	1950-51	8066

A Transport Commission was established in Tasmania on 1 July, 1939. From this date certain revenue was paid direct to the Commission, not into Consolidated Revenue.

C8 THE PROPORTION OF TASMANIA'S CONSOLIDATED REVENUE DEVOTED TO STATE EDUCATION

The following table shows the proportion, expressed as a percentage, of Tasmania's Consolidated Revenue devoted to state primary and secondary education.

1901-02	7.8	1926-27	10.0
1902-03	7.8	1927-28	9.7
1903-04	7.4	1928-29	10.8
1904-05	7.8	1929-30	10.1
1905-06	N/A	1930-31	10.3
1906-07	6.5	1931-32	9.2
1907-08	7.4	1932-33	8.2
1908-09	7.7	1933-34	7.9
1909-10	8.4	1934-35	8.2
1910-11	9.0	1935-36	9.4
1911-12	9.4	1936-37	9.6
1912-13	8.7	1937-38	10.0
1913-14	8.7	1938-39	10.5
1914-15	9.1	1939-40	12.5
1915-16	9.8	1940-41	12.7
1916-17	9.9	1941.42	11.8
1917-18	9.5	1942-43	12.7
1918-19	8.2	1943-44	14.4
1919-20	9.1	1944-45	13.2
1920-21	9.2	1945-46	12.3
1921-22	12.3	1946-47	15.3
1922-23	10.9	1947-48	14.6
1923-24	9.0	1948-49	16.0
1924-25	9.8	1949-50	15.7
1925-26	10.7	1950-51	16.9

From 1 July, 1939, certain revenue was paid direct to the Transport Commission, not into Consolidated Revenue. Thus there was an apparent decrease in revenue, causing an apparent increase of about 15% in the proportion of revenue allocated to other departments.

C9 THE SALARIES OF TEACHERS BEFORE THE GREAT DEPRESSION

At the bi-ennial conference of Directors of Education in 1930 all Directors tabled information concerning the salaries paid to teachers in their states in 1928. The proportion of teachers receiving a salary of more than £400 per year was:-

State.	Men	Women
New South Wales	43.25%	7.91%
Western Australia	32.98%	0.96%
Victoria	23.99%	2.88%
South Australia	23.75%	2.23%
Queensland	20.78%	1.39%
Tasmania	17.15%	0.20%

The proportion receiving less than £250 was:-

State.	Men	Women
Western Australia	9.39%	56.60%
New South Wales	11.48%	46.69%
Victoria	23.82%	52.29%
South Australia	24.35%	76.92%
Queensland	27.57%	53.92%
Tasmania	30.90%	96.13%

D. GENERAL

D1	The Ulverstone School in 1904
D2	The comparative severity of taxation in the Australian states.
D3	The Carnegie Corporation and the Australian Council for Educational Research.
D4	The Activity School.
D5	Advocacy of area schools in Tasmania, 1918 - 1935.
D6	The letters of Professor R.L. Dunbabin in the Associated Public Schools of Tasmania.
D7	Ministers for Education, 1904 - 1950.

D1 THE ULVERSTONE SCHOOL IN 1904

The most conclusive and detailed evidence of the condition of school buildings in Tasmania early in the century is a memorandum from the Inspector of Public Buildings to the Engineer-in-Chief. The Inspector visited Ulverstone in 1904 and reported that he had found the school buildings and surroundings in a state of disrepair and neglect. His report was quoted by the Chief Health Officer of the Department of Public Health in a report to Parliament on the "hygienic condition of Tasmanian state schools". (JPP, No.46, 1904, pp.3 - 5, p.13.)

> "This school (65 feet x 21 feet) was erected in 1882 and does not appear to have had anything done to it since its erection; the woodwork is quite bare, all the downspouts are either gone or are defective, consequently all the water that falls from the roof lies around the building and soaks underneath; the lower boards in some instances are gone, and the plates that can be seen are quite decayed; the earth is 5 or 6 inches above the foundations at the back and portion of the side of the building; after rain there is 3 or 4 inches of water around the building, owing to the sand being allowed to accumulate; and there appears to be no drainage whatever.
>
> The sanitary arrangements are in a most disgusting state. There are only two closets (one each for boys and girls); these have cess-pits, and the stench arising from same is very strong, and can be smelt from the school. There is no urinal whatever, the small enclosure in front of the boys closet being used for such, and with from 60 to 80 boys, the result can be imagined. I have never seen a place in such a disgusting condition.
>
> In the yard at the rear of the teacher's residence is a well with a pump, and has evidently been in use...for domestic purposes. This is within a few yards of the cess-pit, and there is also a cemetery adjoining the school premises. The whole of the surrounding ground is very sandy, so I should imagine water from this well must be contaminated. It should be abolished at once and its use prohibited.... The inside of the school is very gloomy. Every window is daubed over with dark paint; so much so that on a dull day it is very difficult for children or teacher to see.... I also inspected the residence attached to the school. I find that two of the front rooms have had a partition removed so as to form a classroom. There is only one other room fit for occupation in the front; the remainder at back are in their present condition unfit for habitation".

It is not suggested that all schools and residences at this time were in the same condition, but Ulverstone's enrolment was then 222 children, with an average daily attendance of 118. Only fifteen of the 352 Education Department schools in Tasmania had a higher enrolment than Ulverstone at this time, and ten of these fifteen schools were in the cities of Hobart and Launceston. The Ulverstone school was one of the biggest of the others, and it is probable that many schools in poorer and more isolated areas were in a worse condition.

D2 THE COMPARATIVE SEVERITY OF TAXATION IN THE AUSTRALIAN STATES

When the rates of taxation in the six states in the early 1920's are considered, and due weight given to the prosperity of the various states, it is not difficult to see why Tasmanians were unwilling to increase government expenditure. The following figures refer to the 1923-24 financial year.

State	Crude Rate of Taxation.	Index of Taxable Capacity.	Comparative Severity of Taxation.
New South Wales	3.12. 4	922	3.12.11
Victoria	2.15. 1	1165	2. 7. 3
Queensland	4. 9. 2	816	5. 9. 3
South Australia	3.10. 2	1053	3. 6. 8
Western Australia	3. 6. 4	876	3.15. 9
Tasmania	3. 5. 8	619	5. 6. 1

The taxable capacity of each state was calculated from the federal income tax receipts from each state, and by weighting the crude rate of taxation in each state economists were able to estimate the comparative severity of taxation. When heavy increases were imposed in Tasmania in the 1924-25 financial year the crude rate of taxation rose to £4. 9. 3 and the index of comparative severity in Tasmania to £7. 4. 2, more than three times the Victorian rate. It is not surprising that the State was unwilling to increase expenditure on its public services, nor that young Tasmanians often sought to migrate to Victoria.

The index of taxable capacity in the period 1914-23 was:

New South Wales	1040
Victoria	1040
Queensland	970
South Australia	916
Western Australia	1039
Tasmania	582

D3 THE CARNEGIE CORPORATION
and
THE AUSTRALIAN COUNCIL FOR EDUCATIONAL RESEARCH

Often overlooked in any discussion on the development of education in Tasmania is the influence of the Australian Council for Educational Research and, through the Council, the influence of the Carnegie Corporation.

The Carnegie Corporation of New York had been set up in 1911, mainly to encourage and assist municipal authorities in U.S.A. to build public libraries, but before his death in 1917 Carnegie left his trustees free to use the funds of the Corporation in other ways, although grants for libraries remained one of its chief avenues of philanthropy. One of the funds established by the trustees was a British Dominions and Colonies Fund of $US 10,000,000. Canada's proximity to U.S.A. meant that requests from that dominion could be evaluated and its authorities interviewed to ensure that the need was real and that a grant would be wisely used, and thus Canada benefitted far more from this fund in its early years than any other dominion. Until Australia produced a man of active participation and world repute in his sphere of interest, on whom the Corporation could rely for advice and guidance, it was unlikely that grants to Australia would be made. Frank Tate, the Director of Education in Victoria, was such a man.

After the retirement of Peter Board from the Directorship of Education in New South Wales in 1922, Tate was acknowledged to be Australia's leading educational authority. He was also for many years President of the Library Association of Victoria and thus in contact with the activity for which Carnegie originally established his fund. Tate was chairman of a small committee which suggested to the Carnegie Corporation in 1928 that the Corporation should provide a grant to establish an independent body to undertake and co-ordinate research into various matters of educational significance in Australia. The Corporation accepted Tate's suggestion and voted £120,000, to be paid over a period of twelve years, to establish the Australian Council of Educational Research in September, 1929. Tate had retired from his Directorship in 1928 and became

President of the Council from its inception. Each State nominated a member of the Council. H.T. Parker was the Tasmanian representative, and his membership gave his work in Tasmania added status.

Brooks, who held Tate in very high regard, accepted without question the validity of any arguments submitted by the Council. Brooks was not concerned with such trifles as names and enthusiastically commended the work of the "Council for Scientific Research on Education" to his Minister in 1930. (T.S.A., File 110/153, 1930). It was sufficient that the Council was seeking to assist education. Brooks was concerned with no more than this, and certainly did not foresee the effect the Council would have on education in Tasmania. Because of the admiration of Tate by Brooks and the influential position of Parker in the educational life of Tasmania the establishment of the A.C.E.R. possibly had a greater influence on Tasmania than on any other state in the following decade.

It was the A.C.E.R. that administered the Carnegie Corporation grants that enabled Parker, Brooks and Fletcher to travel overseas and thus the Council indirectly assisted Tasmanian education to a very great extent. The Council also stimulated excitement and further change when it sponsored a conference of the New Education Fellowship in Australia in 1937. The Conference met in each of the states and although most of those attending in each state were local citizens the chief speakers who had come from overseas visited each state and addressed the meetings there. The chief benefit of the conference to Tasmania was the stimulation it gave to discussion within the educational community. Although Brooks's expression was stilted his enthusiasm was apparent in his comment that "a desire to be prepared to scrap existing methods in favour of others suggested was evident". (Rep. Dir., 1937, p.2). The Conference met in Hobart in the middle of the controversy concerning the value of danger of external examinations and most of the visitors strongly supported the views of the Government and the Education Department. Thus the A.C.E.R.'s influence on Tasmanian education was accentuated.

In October, 1929, Leigh Scott, the Librarian of the University of Melbourne, advised the Library Association of Victoria of a survey of libraries carried out by the Carnegie Corporation in South Africa, and suggested that the Corporation should be asked to conduct a similar survey in Australia. Tate forwarded the request to the Corporation and in 1934 Ralph Munn and E.R. Pitt were appointed to undertake this survey. Munn was Director of the Carnegie Library in Pittsburgh, U.S.A., and Pitt was Chief Librarian of the Melbourne Public Library. They inspected every municipal library in Australia and New Zealand. When they reached Hobart in June, 1934, near the end of their tour of examination, they were received by the City Council. Munn, in reply to the City's welcome, expressed horror at the condition of the Library.

"It is impossible to exaggerate our disappointment in your Public Library. It has been starved almost to death, and is the poorest library in a city of this size in Australia and New Zealand". He referred to the lending library as a "cemetery of books" which was so bad that he was surprised anyone used it, and although the reference library was quite small Munn stated that it was "the largest uncatalogued collection we have seen". The Library, he concluded, was more in need of an undertaker than a physician. (Mercury, 23 June, 1934).

D4 THE ACTIVITY SCHOOL

At the beginning of 1934 the Education Department established a school for specially gifted children in Hobart. H.T. Parker, the Department Psychologist and Supervisor of Research, had returned from study-leave in the United States in the previous year, and "it was due chiefly to his representations that a scheme was put in hand".[1]

There were then 8,000 children in fourteen primary schools in Hobart and its suburbs. Head teachers of these schools nominated 109 children, of whom 34 were selected on the results of intelligence tests and class examinations, and on their teachers' opinions of their suitability. These children were in Grades III, IV, V and VI of primary school in 1933, but the grouping of these children in a non-graded schools was an essential part of the experiment. The children were given an I.Q. test shortly after they were enrolled in their new school, which was classified as The Activity School in the records of the Education Department. One child was absent when the test was administered, six gained scores which exceeded the highest score for which norms were available, and "the median of the 27 (other) I.Q.'s was 135 with a quartile deviation of 8.5".[2]

Parker set out the aims of the school as follows:-

1. The maintenance or attainment of a standard of skill in academic subjects which shall be about a year ahead of the age-grade standard for each individual child,
2. The development of informed and right appreciation in such subjects as literature, art and music.
3. The relating of the study of content subjects with the natural interests and activities of the children.
4. The provision of opportunity for positive self-discipline and internal class government.
5. The organisation and fostering of out-of-school interests and hobbies."[3]

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1. The Education of Gifted Children, a report by Frank Watts, to the Australian Council for Educational Research, 1936, p.14.
2. Watts, Op.cit., p.21.
3. The Education of Gifted Children, a paper delivered before the Australian Association for the Advancement of Science, January, 1935, p.8.

The Activity School was held in two rooms - a classroom and a workroom - of one of the primary schools in the centre of Hobart. There was an entrance to these rooms which made it possible for the school to be conducted as a separate unit. "Whenever possible, however, the children were encouraged to participate in sports and other functions conducted by the main school."[4] Because of the financial difficulties that existed in 1933, the Department was unable to provide much material assistance to the School. Its staff consisted of a Head Teacher, F. Watts,[5] and a Junior Teacher, and much of the equipment was purchased with funds subscribed by the parents of the children. However, Brooks gave unqualified support and encouragement to Parker and Watts in establishing the school and wrote, after the school had been in operation for a year,

> "The results achieved have demonstrated that this work is abundantly worthwhile.... The feature that impresses the visitor is the light in the eyes of this joyous group of children."[6]

The children worked in groups, undertaking their academic studies in the classroom and their other activities in the work-room. At the end of the first year Watts reported:

> "On the formal side of the school's work the results have hardly been satisfactory. It is quite evident that gifted children need a definite course of study in the mechanical branches of instruction.... The departure from the usual curriculum can be viewed from two aspects. On the one hand is the variation in the nature of the contents, on the other the difference in the manner of treatment involving hitherto unused activities on the part of the children. Whether or not the scheme had been successful from the point of view of content is highly debatable.... The second aspect is more capable of being examined....Do gifted children benefit by being relieved of the regimentation of the ordinary class? .... The answer to the question must be strongly in the affirmative.... Much valuable educational activity has resulted from the granting of freedom.... Although the formal side of the school work....was not up to a standard sufficiently high for such children, the moral side of the work....showed considerable progress with every indication that the children were becoming more conscious, more reliant, better-balanced workers."[7]

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4. Watts, op.cit., p.25.
5. Watts had completed his Teachers College course at the end of 1931, and had only two years experience before taking charge of the Activity School.
6. G.V. Brooks, in a foreward to the report of Watts.
7. Watts, op.cit., p.125.

Watts resigned his position in the Education Department at the end of 1935, and The Activity School closed at the end of the following year. The concept of a special school for children with certain talents was not uncommon, as this was the time when Tasmania had Technical Schools and Commercial High Schools as well as the academic High Schools. However, this was the first school for children of a high level of ability, as distinct from children with particular interests, and the concept was not easily accepted by many of the senior officers of the Department. When Watts left, the quality of the work fell and the school was not continued. Watts has written:

> "I think it was successful, but such work is successful only with individuals.... To those who looked ahead it was a good idea and welcomed: to those who were formalists it was largely a waste of time. I do not think I can say more."8

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8. Watts, in a letter to the author.

D5 THE ADVOCACY OF AREA SCHOOLS IN TASMANIA, 1918 - 1935

Although G.V. Brooks's observation of area schools in England in 1935 is usually considered to be the reason for the establishment of area schools in Tasmania there had been several references to the need for such schools in the previous two decades, and all these references were known to Brooks.

In July, 1918, F.J. McCabe, the Head Teacher of the Longford School, submitted a motion recommending the establishment of area schools to the annual meeting of the Teachers Union in Launceston. McCabe has claimed[1] that his advocacy of the motion referred to the need for the type of school established in 1936. The motion was carried, and submitted to W.T. McCoy, the Director, who replied "that such central school would tend to break up and destroy rural community life!"[2] The President of the Union at this time, and the Chairman of the meeting at which the motion was discussed, was G.V. Brooks. It is inconceivable that a chairman could accept a motion, hear it debated, declare it to be carried and forward it to the Director, without being caused to consider it carefully, particularly as this chairman had himself spent his childhood in a rural area, and had always expressed concern to seek a better education for Tasmanian children.

In June, 1920, an article by an unknown contributor appeared in the Tasmanian Teacher, advocating the establishment of Agricultural High Schools. The concept of the school and the course of study suggested in this article were both similar to the courses which were taught in the area schools sixteen years later.

> "The course of instruction would include English (to give an appreciation of good literature), arithmetic (suitable for farm life), history and geography (to give an interest in these subjects, not to pass examinations), practical geometry, simple mechanical drawing, woodwork, metalwork, elementary chemistry,

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1. A letter from McCabe, held in the records of the Teachers Federation.

2. Ibid.

> geology, botany, analysis of soils, insect pests, diseases of plants, trees and their uses. The practical farm instruction should include study of farm animals, practical demonstration in poultry and bee-keeping, dairying, use of farm implements, and agriculture generally.... The schools should correspond to the district. At Franklin there would be an orchard instead of a farm. The school at Circular Head would differ somewhat from that at Cressy" 3

At this time Brocks had been Director of Education for only eight months, and it is difficult to believe that one who had been an enthusiastic member of the Teachers Union throughout his career in Tasmania would not continue to read the Union's official publication for at least eight months after his appointment to the directorship. In his report to the Minister at the end of 1920,[4] the year in which this article was published, Brooks expressed concern for the educational needs of children in rural areas, and it is unlikely that he would have failed to consider a contemporaneous suggestion designed to help these children.

In 1924 a Board of Enquiry was set up to consider various aspects of secondary education in Tasmania, and this Board examined closely the possibility of providing courses in agricultural education. The Board reported:

> "There is very little prospect of agriculture being satisfactorily followed or of its being favourably regarded by either parents or pupils while it is merely a by-product of a school which has other aims to serve.... Experience in other countries has shown that in order to make Agricultural education effective, it must be given in schools organised for that special purpose. Such a school needs an area of land that will enable practical farming operations to be carried out on a scale that will be effective. Its scientific teaching needs to be directed to the problems of the agriculturalist, and the whole atmosphere of the school needs to be such as to arouse and to maintain the interest of its pupils in agricultural pursuits. This is practically impossible in a school where agriculture is a mere alternative to other lines of study, and anything less than this will not suggest to either parents or pupils that the subject is one to be taken seriously. In other States, the agricultural High Schools that have become successful are those in which one-third of the pupil's time is given to practical field work, one-third to the sciences in their relation to agriculture, and the remaining third to the continuance of a general education....and their success has been the greater where they have been conducted as residential schools".5

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3. Tas. T., June, 1920, p.1.
4. Rep. Dir., 1920, p.2.
5. Report of the Board pp. 7-8.

The Chairman of this enquiry was Peter Board, the recently-retired Director of Education in New South Wales, whom Brooks described as "Australia's leading educationalist", and it is therefore unlikely that Brooks would ignore his opinions as to the form of agricultural education which would be most effective. In addition, the question of agricultural education had been forcibly put to the Board of Enquiry by several witnesses and the views of one member of the Board on this topic were held so strongly that she submitted a minority report which was strongly critical of the lack of interest which she alleged Brooks had shown in this branch of education. In view of the criticism of his efforts in this field, it is impossible to believe that Brooks would not have gained considerable consolation from the endorsement of his own views by Peter Board and the majority of Board's colleagues, and he is even more likely therefore to have remembered the suggestions of the majority concerning the type of school needed for agricultural education.

It was also in 1924 that the consolidation and centralisation of education facilities began in Tasmania and Brooks commented enthusiastically on the advantages this development offered for children in rural areas. There was no attempt to provide any form of agricultural education in these centralised schools but it was an essential aspect of this scheme that children were transported to and from the central schools by bus each day. When Brooks returned to Tasmania he spoke of area schools as an "elaboration of the scheme in operation in Tasmania",[6] and it seems as though it was the concept of a central school that he had in mind when making this comment. Such a transport scheme had been operating in New South Wales since 1904, and it appears likely that Brooks learned of it at one of the bi-ennial conferences of directors which he attended. In any case, it was he who introduced the scheme to Tasmania and he gained great satisfaction from the benefit it gave to country children. There was obviously nothing new in 1936 in transporting children to a central school in a particular area.

The Government had considered the introduction of "rural schools" in 1926, and the Minister for Education, A.G. Ogilvie, suggested

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6. Mercury, 25 September, 1935.

that the first of these schools would probably be established at Deloraine.[7] Ogilvie was Premier at the time area schools were introduced in 1936.

In 1927 C.L. Gillies, the Chief Agricultural Instructor in the Department of Agriculture, had addressed the Teachers Union and advocated that schools should be used as a community centre in rural districts, and the Examiner had advocated editorially in 1934 that "suitable super-primary courses be provided for the pupils who wish to follow small farming operations".[8]

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7. Tas. T., August, 1926, p.10.

8. Examiner, 15 January, 1934.

D6 THE LETTERS OF PROFESSOR R.L. DUNBABIN TO THE ASSOCIATED PUBLIC SCHOOLS OF TASMANIA.

At a time when the Public Schools of Tasmania were under constant criticism by many officers of the Education Department, including the Minister for Education, three letters to E.E. Unwin from Professor R.L.Dunbabin, Professor of Classics at the University of Tasmania, gave them renewed confidence and thus played a significant role in their opposition to the Government.

Dunbabin was a former scholar of King's Grammar School, which had been absorbed by The Hutchins School in 1906, and he was a strong supporter of Hutchins. He wrote to Unwin on 4 October, 1937.

"Dear Unwin,

May I make a suggestion with regard to the burning question of the Intermediate Examination? I take it that the schools realize that it would be a fatal step to admit any sort of control by the Education Department, whether it took the form of inspection, examination or even a syllabus.

I would suggest that the principal non-State secondary schools institute an Intermediate Certificate of their own.

I would also suggest that you cut out the 'frills' and examine only on the essentials, e.g., English, especially composition and precis-writing, foreign languages, mathematics, and a general knowledge paper. The other subjects are too easily crammed, and anyhow most business men want a sound knowledge of English and Arithmetic rather than of book-keeping. (Ask any bank manager).

I do not suggest that you should teach nothing else. What I do suggest is that you should not examine in everything. The pupil who learns only to pass an examination, will never come to value knowledge for its own sake.

And I would suggest that you bear in mind that a certificate which everybody can get is worthless. It is much better to be too strict than too lenient.

As for the Civil Service, it must be obvious to you that if the Roman Catholic Schools are with you, no Labour Government will venture to exclude your pupils from the Civil Service. They will probably end by making our Leaving Examination the condition of entrance to the Civil Service, which would be good for everybody.

Above all, have courage, and let no man beguile you with vain words.

Very truly yours,

R.L. Dunbabin."

Dunbabin wrote to Unwin again on 21 October when he learned the details of the constitution of the proposed secondary schools board.

> "My advice to you is to have nothing whatever to do with the scheme. Beware of the thin edge of the wedge.
>
> The constitution of the Secondary Schools Board gives a permanent majority to the Education Department, since it has four members to your three and therefore could and doubtless would coopt a majority of the remaining four. Also the members nominated by the Department will vote as one man. You must have seen this on the Committee of Public Examinations and must have noticed how the one independent member, Mr. Metson, was twice left out by the Department, though he is by far the ablest man in the State High Schools. Your members on the other hand will speak and vote according to their consciences and therefore you are bound to be outvoted by the Department. Again, at least half the Department's representatives will not be teachers but members of the Office, and you are to bear in mind that the Director, the inspectors (except possibly Messrs. Fletcher and Gibson) and the heads of the High Schools have all been trained as primary school teachers and have had no experience of teaching in non-state secondary schools.
>
> I am seriously concerned about the future of the State High Schools. The Department is not attempting to train secondary school teachers. After their one year of University study (and even this is encroached on by the fads of the Teachers' College) the students become full-time teachers. If they remain in Hobart, they are put in charge of a class of sixty or so. Hence students who got High Distinction in their first year get a mere pass or even fail in their second year. In a few years the Department will have practically no teachers who are really well qualified to teach secondary school subjects. For this reason alone cooperation with the Department will become increasingly difficult.
>
> Clauses 3 and 4 of the scheme give the Board, i.e., the Department, powers which they are very likely to misuse. Departments like uniformity. They do not understand that there are more ways than one of teaching a subject. You may find that the courses of study which you consider best will not be approved by the Board, and that the Board will expect the syllabus to be identical in every school.
>
> The constitution of the inspecting body obviously hands you over bound hand and foot to the Department.
>
> I do not believe that any system of accrediting will secure a tolerably uniform standard of proficiency. It is bound to work for the benefit of inferior schools and unscrupulous principals.

It would be desirable to have one scheme if it was a good one; but you had much better have a scheme which is absolutely under your own control than one which is mainly controlled by the Department or one which is a compromise between what you want and what the Department wants.

I think that by far your best plan is to have an examination of your own, i.e., one conducted by selected teachers of your own schools, and, as I said before, limit it to essentials and do not attempt to examine on everything you teach.

Very truly yours,

R.L. Dunbabin."

The Professor wrote again on 18 November with one final piece of advice.

"I hear on excellent authority that the Premier's threat about the Civil Service is a mere bluff! He would have to get the Act amended and for that he would have to convince the Upper House as well as the Assembly.

I fancy that the Premier's scheme is another castle in Spain like the Derwent Bridge and the Argyle Street railway station.

Very truly yours,

R.L. Dunbabin."

D7 MINISTERS FOR EDUCATION

Until 1904 there was no Minister for Education in Tasmania, the responsibilities usually being accepted by the Chief Secretary or the Attorney-General. From 1904 until 1946 a member of Cabinet was designated Minister for Education, but not until 1946 was a Ministry of Education created, with education as the chief responsibility of the Minister. Until this date education was a "minor" portfolio, with the Minister expected to give first attention to whichever department was his "major" responsibility.

11	July	1904	-	1 May	1906	:	J.W. Evans
9	July	1906	-	19 June	1909	:	W.B. Propsting
19	June	1909	-	20 October	1909	:	A.E. Solomon
20	October	1909	-	27 October	1909	:	J. Earle
27	October	1909	-	6 April	1914	:	A.E. Solomon
6	April	1914	-	15 April	1916	:	J.A. Lyons
15	April	1916	-	14 June	1923	:	W. Lee
14	June	1923	-	14 August	1923	:	W.B. Propsting
14	August	1923	-	25 October	1923	:	A. Hean
25	October	1923	-	13 October	1927	:	A.G. Ogilvie
13	October	1927	-	15 June	1928	:	G.G. Becker
15	June	1928	-	22 June	1934	:	H.S. Baker
22	June	1934	-	19 August	1940	:	E.J. Ogilvie
19	August	1940	-	26 February	1946	:	R. Cosgrove
26	February	1946	-	18 December	1947	:	E.R. Howroyd
18	December	1947	-	25 February	1948	:	A.J. White
25	February	1948	-			:	R. Cosgrove

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